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ADMINISTRATIVE AND BUDGETARY MATTERS

Proposed final biennial programme budget for 1996-1997 and proposed initial biennial programme budget for 1998-1999 for the Fund of the United Nations International Drug Control Programme

Report of the Executive Director

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*E/CN.7/1997/1.

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INTRODUCTION

1. The present report of the Executive Director contains the proposed final programme budget for the biennium 1996-1997 amounting to 74,542,900 United States dollars ($) and the proposed initial programme budget for 1998-1999 of $110,502,000 funded from the Fund of the United Nations International Drug Control Programme (UNDCP). The report is presented in accordance with Commission on Narcotic Drugs resolution 13 (XXXVI). A detailed presentation of the biennial support budget, including all financial information related to that budget, is contained in document E/CN.7/1997/14.

2. In its resolution 6 (XL), the Commission took note of the outline for the biennium 1998-1999 for the Fund of UNDCP and the programme support cost totalling $162,298,000, including $18,558,300 for headquarters, $16,554,900 for field operations and $127,184,800 for project activities. The programmatic priorities contained in the approved outline relate directly to the medium-term plan for the period 1998-2001 (A/51/6 (Prog. 13)). It was noted in that outline that most resources from the Fund of UNDCP were to be allocated to subprogramme three, prevention and reduction of drug abuse, elimination of illicit crops and suppression of illicit drug trafficking. In particular, priorities indicated in the outline included renewed emphasis on strengthening the competence of UNDCP in international drug control, supporting accession to and implementation of the drug control conventions and promoting subregional cooperation within the context of a balanced approach to international drug control.

3. Implementation of the decision of the Commission to recast the entire budget of the Fund of UNDCP as a biennial support budget (management and administration and programme support) and a programme budget, together with the decision to implement the recommendations of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) relating to the regularization of project posts at headquarters, has resulted in a budget presentation somewhat at variance with the outline. In addition, more recent financial estimates on income and expenditures as outlined in document E/CN.7/1997/14 have necessitated technical adjustments. Nevertheless, the resources for headquarters and field operations contained in the outline for 1998-1999 essentially relate to the biennial support budget, and project activities to the programme budget contained in the present document. The difference between the amount of $127,184,800 for project activities in the 1998-1999 outline and the proposed programme budget of $110,502,000 is $16,682,800, reflecting lower programme delivery amounting to $2,086,400 and changes in the presentation format which account for $12,109,800. Details on the breakdown of the allocation of resources by region, sector, execution modality and location for 1996-1997 and 1998-1999 by cost and volume changes are contained in table 1.

Table 1. Programme, sector, execution modality and location by cost and volume changes, 1996-1997 and 1998-1999
(Thousands of United States dollars)

Item	1996-1997	Changes				1996-1997	Changes				1998-1999
		Cost		Volume			Volume		Cost		
	Approved revised budget	Change	Percentage	Change	Percentage	Proposed final estimates	Change	Percentage	Change	Percentage	Proposed initial estimates
Programme											
Sub-Saharan Africa	6 581.6	(401.3)	(6.1)	(1 321.4)	(20.0)	4 858.9	4 579.0	94.2	62.0	1.2	9 499.9
North Africa and the Middle East	4 120.9	(114.5)	(2.7)	(2 502.3)	(60.7)	1 504.1	1 562.6	103.9	199.2	13.2	3 265.9
Central and Eastern Europe	6 219.4	(167.3)	(2.6)	(773.1)	(12.4)	5 279.0	3 232.4	61.2	549.2	10.4	9 060.6
West and Central Asia	9 111.5	9.8	0.1	1 999.6	21.9	11 120.9	11 265.2	101.3	1 835.8	16.5	24 221.9
South Asia	8 566.2	14.1	0.1	(6 250.0)	(72.9)	2 330.3	1 321.7	56.7	300.8	12.9	3 952.8
East Asia and the Pacific	16 978.8	74.2	0.4	(5 816.1)	(34.2)	11 236.9	4 747.7	42.3	1 016.6	9.0	17 001.2
Latin America and the Caribbean	39 249.3	(284.7)	(0.7)	(15 030.3)	(38.2)	23 934.3	1 917.5	8.0	2 147.9	8.9	27 999.7
Intercountry	10 906.5	(525.4)	(4.8)	3 897.4	35.7	14 278.5	1 747.2	12.2	(525.7)	(3.6)	15 500.0
Total	101 734.2	(1 395.1)	(1.3)	(25 796.2)	(25.3)	74 542.9	30 373.3	40.7	5 585.8	7.4	110 502.0
Sector											
Prevention and reduction of drug abuse	32 114.5	(382.8)	(1.1)	(10 594.2)	(32.9)	21 137.5	(160.0)	(0.8)	968.4	4.5	21 945.9
Elimination of illicit crops	23 989.9	(351.4)	(1.4)	(3 330.6)	(13.8)	20 307.9	7 017.4	34.6	2 050.0	10.0	29 375.3
Suppression of illicit drug trafficking	25 156.9	(214.8)	(0.8)	(7 188.6)	(28.5)	17 753.5	20 006.2	112.7	2 303.7	12.9	40 063.4
Intersectoral	20 472.9	(446.1)	(2.1)	(4 682.8)	(22.8)	15 344.0	3 509.7	22.9	263.7	1.7	19 117.4
Total	101 734.2	(1 395.1)	(1.3)	(25 796.2)	(25.3)	74 542.9	30 373.3	40.7	5 585.8	7.4	110 502.0
Execution modality											
UNDCP	22 931.5	(909.6)	(3.9)	2 879.6	12.5	24 901.5	10 275.2	41.3	943.0	3.7	36 119.7
Agencies	32 604.9	(318.8)	(0.9)	1 032.1	3.1	33 318.2	11 898.6	35.7	2 651.5	7.9	47 868.3
National	46 197.8	(166.7)	(0.3)	(29 707.9)	(64.3)	16 323.2	8 199.5	50.2	1 991.3	12.2	26 514.0
Total	101 734.2	(1 395.1)	(1.3)	(25 796.2)	(25.3)	74 542.9	30 373.3	40.7	5 585.8	7.4	110 502.0
Location											
Country level	85 911.1	(768.5)	(0.8)	(27 041.4)	(31.4)	58 101.2	26 407.5	45.5	5 720.5	9.8	90 229.2
Headquarters level	15 823.1	(626.6)	(3.9)	1 245.2	7.8	16 441.7	3 965.8	24.1	(134.7)	(0.8)	20 272.8
Total	101 734.2	(1 395.1)	(1.3)	(25 796.2)	(25.3)	74 542.9	30 373.3	40.7	5 585.8	7.4	110 502.0

A. New programme budget format

4. The programme budget is presented in a new format that is comparable with those used by other United Nations programmes, including the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA). The new format is also compatible with, and complementary to, the format of the new biennial support budget, developed on the basis of the harmonized budget format recently adopted by those organizations. The final biennial support budget for the biennium 1996-1997 and the initial biennial support budget for the biennium 1998-1999 is presented in document E/CN.7/1997/14. That document provides a detailed description of the financial situation of the Fund of UNDCP covering the bienniums 1996-1997 and 1998-1999. The organizational structure of UNDCP is presented in annex VI of that document.

5. Although they are contained in two separate documents, the biennial support budget and the programme budget are intended to be read together and to constitute a seamless whole. Indeed, the justification for the resources requested in the biennial support budget relate to the programmes elaborated in the programme budget, and the implementation of those programmes will be largely dependent upon the resources provided for their support in the biennial support budget. The level of detail provided in the programme budget is necessarily less than that which is contained in the biennial support budget. The reasons for this are inherent in the nature of technical cooperation work and the continuously evolving drug problem itself, as well as the high proportion of funding that is provided by earmarked contributions. The programme budget covers UNDCP programmes and other activities funded by the Fund of UNDCP - whether at Headquarters or country level - that provide services or assistance directly to Member States. The bulk of those activities will be implemented as country and subregional technical cooperation programmes.

6. There has been a marked tendency in recent years for Governments to support the Fund of UNDCP through the provision of earmarked contributions at the expense of unearmarked contributions. Table 2 contains a summary presentation of all UNDCP programmes by region, sector, execution modality and location for 1996-1997 and 1998-1999 together with their source of funding, general purpose (unearmarked) or special purpose (earmarked). The trend towards earmarking is predicted to become even more pronounced, with the percentage of unearmarked resources available for programme implementation decreasing from 17.9 per cent during the 1996-1997 biennium to 15.8 per cent in 1998-1999. Full implementation of the programmes described in the present document will therefore require dedicated financial support from the international community.

7. The programme activities of UNDCP are contained in seven programmes by geographic region plus one global programme: sub-Saharan Africa; north Africa and the Middle East; central and eastern Europe; west and central Asia; south Asia; east Asia and the Pacific; and Latin America and the Caribbean. Like UNICEF and UNDP, UNDCP also has an intercountry programme based at headquarters. Each of the eight programmes described in the present document is multisectoral, having components addressing prevention and reduction of drug abuse, elimination of illicit crops, suppression of illicit drug trafficking and intersectoral activities. Each programme contains the following: a description of the drug-control situation in the programme area; lessons learned and major achievements during the biennium 1996-1997; the objectives and strategies of the programme; a summary of activities for the biennium 1998-1999 and the thematic focus of the programme; as well as implementation, coordination and financial arrangements.

B. Relationship between the programme budget and the United Nations regular budget

8. Although approximately 90 per cent of the resources of UNDCP are provided by the Fund of UNDCP, another 10 per cent come from the United Nations regular budget for 1996-1997, which was approved by the General Assembly and is described in document A/50/6 (section 14) and for the biennium 1998-1999 in document A/52/6 (section 15). International drug control was designated a priority programme of the 1998-

Table 2. Programme, sector, execution modality and location by source of funding, 1996-1997 and 1998-1999

(Thousands of United States dollars)

Item	*1996-1997 approved budget*			*1996-1997 proposed estimates*			*1998-1999 proposed estimates*		
	General-purpose	*Special-purpose*	*Total*	*General-purpose*	*Special-purpose*	*Total*	*General-purpose*	*Special-purpose*	*Total*
Programme									
Sub-Saharan Africa	1 037.0	5 544.6	6 581.6	1 463.5	3 395.4	4 858.9	1 156.5	8 343.4	9 499.9
North Africa and the Middle East	857.3	3 263.6	4 120.9	218.3	1 285.8	1 504.1	1 557.2	1 708.7	3 265.9
Central and Eastern Europe	2 576.3	3 643.1	6 219.4	1 516.9	3 762.1	5 279.0	1 658.4	7 402.2	9 060.6
West and Central Asia	1 654.9	7 456.6	9 111.5	1 552.6	9 568.3	11 120.9	2 981.7	21 240.2	24 221.9
South Asia	1 276.2	7 290.0	8 566.2	485.9	1 844.4	2 330.3	1 259.7	2 693.1	3 952.8
East Asia and the Pacific	2 662.8	14 316.0	16 978.8	2 969.1	8 267.8	11 236.9	1 279.0	15 722.2	17 001.2
Latin America and the Caribbean	5 880.7	33 368.6	39 249.3	1 328.2	22 606.1	23 934.3	2 616.5	25 383.2	27 999.7
Intercountry	2 738.8	8 167.7	10 906.5	3 812.4	10 466.1	14 278.5	4 924.6	10 575.4	15 500.0
Total	18 684.0	83 050.2	101 734.2	13 346.9	61 196.0	74 542.9	17 433.6	93 068.4	110 502.0
Sector									
Prevention and reduction of drug abuse	3 313.9	28 800.6	32 114.5	4 684.4	16 453.1	21 137.5	4 265.7	17 680.2	21 945.9
Elimination of illicit crops	5 985.5	18 004.4	23 989.9	2 366.8	17 941.1	20 307.9	4 008.0	25 367.3	29 375.3
Suppression of illicit drug trafficking	5 501.3	19 655.6	25 156.9	2 460.1	15 293.4	17 753.5	3 375.5	36 687.9	40 063.4
Intersectoral	3 883.3	16 589.6	20 472.9	3 835.6	11 508.4	15 344.0	5 784.4	13 333.0	19 117.4
Total	18 684.0	83 050.2	101 734.2	13 346.9	61 196.0	74 542.9	17 433.6	93 068.4	110 502.0
Execution modality									
UNDCP	7 947.2	14 984.3	22 931.5	6 438.8	18 462.7	24 901.5	7 535.4	28 584.3	36 119.7
Agencies	9 068.5	23 536.4	32 604.9	6 175.0	27 143.2	33 318.2	6 277.7	41 590.6	47 868.3
National	1 668.3	44 529.5	46 197.8	733.1	15 590.1	16 323.2	3 620.5	22 893.5	26 514.0
Total	18 684.0	83 050.2	101 734.2	13 346.9	61 196.0	74 542.9	17 433.6	93 068.4	110 502.0
Location									
Country level	14 394.8	71 516.3	85 911.1	8 505.5	49 595.7	58 101.2	12 258.5	77 970.7	90 229.2
Headquarters level	4 289.2	11 533.9	15 823.1	4 841.4	11 600.3	16 441.7	5 175.1	15 097.7	20 272.8
Total	18 684.0	83 050.2	101 734.2	13 346.9	61 196.0	74 542.9	17 433.6	93 068.4	110 502.0

2001 medium-term plan of the United Nations, which guides the work of UNDCP both under the United Nations regular budget and the programme budget financed by the Fund of UNDCP.

9. Regular budget activities are complementary to those funded by the Fund of UNDCP. The resources provided by the regular budget support the executive direction and management of UNDCP, and address normative functions stemming from the international drug control treaties and resolutions of the General Assembly, the Economic and Social Council and the Commission. These include the provision of secretariat services to the International Narcotics Control Board and to the Commission, as well as initiatives aimed at promoting adherence to the conventions and the inclusion of their provisions in national legislation and their effective implementation. Other activities include collecting and analysing data and information on a number of drug-control issues for the benefit of Member States. Inter-agency coordination activities are also supported by the regular budget, including activities that take place through the Administrative Committee on Coordination (ACC) Subcommittee on Drug Control, particularly coordination of the preparation of the United Nations System-Wide Action Plan on Drug Abuse Control,[1] integrating the drug-abuse issue into the action agendas of all relevant agencies in the system. The existence within the programme of both normative functions (funded by the regular budget) and operational technical cooperation activities (funded by the Fund of UNDCP) permits a synergy of action: technical expertise that supports the normative work provides a valuable underpinning for technical cooperation activities, and operational activities provide an important source of experience in putting international norms into practice.

C. Relationship between mandates and proposed activities

10. In its resolution 14 (XXXVIII), the Commission requested the Executive Director to indicate the relationship between mandates and budgetary allocations. In paragraph 176 of document E/CN.7/1995/21, the secretariat responded to that request with a report linking percentages of resources allocated to four basic mandates: the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control adopted by the International Conference on Drug Abuse and Illicit Trafficking,[2] the Global Programme of Action adopted by the General Assembly at its seventeenth special session,[3] on 23 February 1990, and General Assembly resolutions 45/179, 47/100, 48/12 and 49/168. As indicated in that report, the breakdown was not elaborated on the basis of a precise calculation of financial data, and no dollar amounts were indicated. The report did, however, provide a quantitative indication of the extent to which those mandates served as the basis for UNDCP activities. In an effort to provide more transparency in its budgetary proposals to the Commission, the secretariat considered in which manner it could best establish the link between activities and mandates, including also aggregate financial data. It was decided that this could be accomplished through a three-pronged approach described below.

11. First, it should be recalled that the medium-term plan for 1998-2001 was elaborated on the basis of the core mandates cited above, including also the international drug control conventions, together with other mandates of UNDCP. Indeed, the medium-term plan is to serve as the main reference for the work of UNDCP, and both the regular budget and extrabudgetary proposals are to be based upon it. The plan provides, in particular in subprogramme three, a succinct statement of the areas for UNDCP activities to be undertaken with extrabudgetary resources. That subprogramme itself contains three components: prevention and reduction of drug abuse; elimination of illicit crops; and suppression of illicit drug trafficking. UNDCP has accordingly redefined its sectoral classification of programme activities to coincide with the three components of subprogramme three, together with the additional category "intersectoral" for those activities which transcend or provide a link between sectors. The present document utilizes the revised sectoral definitions in the presentation of budget proposals. Secondly, UNDCP recognizes that Member States should be provided information on the way in which mandates emanating from the General Assembly, the Council and the Commission, and adopted subsequent to approval of the medium-term plan, would be translated into budgetary provisions. Table 11 in the annex accordingly lists relevant mandates originating during the biennium 1996-

1997 and links them to specific proposals, as required. Thirdly, the project compendium contained in document E/CN.7/1997/CRP.18 provides an indication of the sector to which individual ongoing projects belong, together with references to the specific legislative mandates upon which those activities are based. Those projects are also clustered by programme, thus linking them to the programme budget. The combination of those approaches is intended to enhance transparency in the implementation of mandates, while also providing better linkage with the medium-term plan and the regular budget of the United Nations.

D. Integrated programming approach

12. To maximize the impact, relevance and cost-effectiveness of UNDCP operational activities, approaches that cut across all sectors will be promoted. The concept of the integrated programming approach (IPA) has been thoroughly reviewed and the new approach formulated. IPA as adopted by UNDCP is a holistic and comprehensive method of planning various related activities which will together contribute to the overall fight against drug abuse, illicit production of and trafficking in drugs and other related activities. The objectives and activities of the resulting programmes may relate to a country, region or subregion. Activities will usually be multisectoral, but may also relate to only one sector at the regional or global level. All modules within a programme will be coordinated by a single management mechanism.

13. The advantages of IPA are that it streamlines the processes involved in project formulation and monitoring and facilitates a more efficient use of staff resources at both headquarters and in the field. Moreover, it promotes a more intense, and therefore more productive, dialogue between all partners to an intervention and better collaboration with Governments, agencies in the United Nations system, non-governmental organizations and others, thus enabling UNDCP to better fulfil the important roles of coordinator and catalyst envisaged in its mandate. Donors will be encouraged to play their part in enhancing operational flexibility by making contributions to programmes rather than projects. A decrease in the number of projects managed by headquarters and field offices will be the immediate result of the move towards IPA, and further grouping of activities in larger, more coherent programmes is envisaged in the future.

14. IPA will be promoted through various means: first, by ensuring that inter-ministerial national drug-control commissions are fully involved in operational activities, thus strengthening their coordination and planning functions; secondly, by promoting planning and operational linkages with Governments, agencies in the United Nations system, international financial institutions, and intergovernmental and non-governmental organizations through the incorporation of the drug dimension into mainstream socio-economic development programmes; and thirdly, by fostering broader social awareness of the deleterious political, social and economic consequences of drug abuse and the illicit drug industry.

15. Programmes are currently under preparation for the Caribbean region, Afghanistan, Azerbaijan, Lao People's Democratic Republic, Nigeria, Peru and Viet Nam, and for the construction of a security belt around Afghanistan.

E. Fund policy

16. In its resolution 46/185 C, section XVI, the General Assembly decided to establish the Fund of UNDCP under the direct responsibility of the Executive Director. Reiterating the language used in its earlier resolution 45/179 establishing UNDCP, the Assembly stated the purpose of the Fund to be "financing operational activities mainly in developing countries". The Commission was authorized by the Assembly "to approve, on the basis of the proposals of the Executive Director of the Programme, both the budget of the programme of the Fund and the administrative and programme support costs budget". That general purpose together with the more specific objectives set forth in the Global Programme of Action and successive medium-term plans of UNDCP provides the basis upon which UNDCP seeks and accepts contributions to the Fund of UNDCP. In preparing the

programme budget contained in the present document, and by extension, in the planning and programming of the operational activities to be supported by the Fund to implement the objectives and activities contained in the programmes, UNDCP follows a policy based on certain general principles and on a number of specific criteria as outlined below.

17. *General principles.* As discussed above, UNDCP is moving from a project-based to an integrated programming approach. UNDCP nevertheless recognizes the need to retain a capacity to provide small amounts of assistance in specific situations to finance a pilot or experimental activity, to form part of a broader initiative with other funding sources or to serve as a catalyst to involve other institutions as partners. Programmes and activities funded by UNDCP are generally implemented in partnership with Governments, other agencies of the United Nations system or non-governmental or intergovernmental organizations. In certain cases where it is apparent that there is a comparative advantage in doing so, UNDCP implements activities directly.

18. All interventions supported by the Fund must be fully in line with the provisions or objectives of the international drug control conventions. Similarly, all partners must act in line with the provisions of the conventions. In cases where a partner Government is not yet a party to the conventions, the support from the Fund should include adhesion as one of its objectives. Priority is given to programmes and activities that strengthen partner institutions, either governmental or non-governmental, and that build the capacity of the partners to provide sustainable support to drug control.

19. *Specific criteria.* In the design and selection of programmes and activities, UNDCP is guided above all by the severity of the drug-control problem in the given country or region. Preference is given to activities intended to have an impact on regions, subregions, countries or locations seriously affected or threatened by illicit cultivation, production, trafficking and drug abuse. As decided by the General Assembly when it established UNDCP, priority is given to activities in less developed countries, although the nature of the drug problem also at times necessitates operations in countries outside that group.

20. The readiness of the partner Government to devote the necessary attention and resources to drug control is also an essential determinant. Without such political will on the part of the Government, the desired impact will be difficult to achieve. Activities should thus include, whenever possible, significant and measurable inputs from partners, be they governments, agencies or non-governmental organizations, either in kind, through counterpart funding or through cost-sharing arrangements. At the level of individual programmes and activities, priority is given to supporting actions that are included in a national drug-control plan and are carried out in countries with effective coordinating machinery in the drug-control field. Accordingly, individual activities should form part of a balanced multi-sectoral approach to the drug situation in the country, subregion or region, addressing both supply and demand.

21. Financial support is provided only to programmes and activities with a clear and identifiable drug-control objective, either as the main focus or as part of a broader prevention or developmental activity. Programmes and activities should specify measurable indicators of success in achieving such objectives. UNDCP has a considerable comparative advantage in that respect because of its multilateral status and United Nations affiliation. Particular attention is paid to the development of cooperation between Governments, in line with the specific provisions of the conventions and through subregional cooperation arrangements to address shared problems. The support should be catalytic in nature, promoting replicable actions and encouraging Governments and other partners to ensure the needed long-term application of effective drug-control measures and to allocate to the task the resources required. Activities should whenever possible contribute to the development of effective methodologies for the provision of technical cooperation in the drug-control field. The work should thus contribute to setting standards for such methodologies in such areas as pre-project situation assessment and project monitoring and evaluation. Programmes and activities should be planned and carried out with due attention to the absorption capacity of the partners. All programmes and activities are carried out in line with

relevant United Nations financial and administrative rules and are subject to audit in line with established United Nations procedures.

I. DRAFT RESOLUTION

22. The following draft resolution, recommended to the Commission for adoption, summarizes the main issues contained in the present report.

Final programme budget for the biennium 1996-1997 and initial programme budget for the biennium 1998-1999 for the Fund of the United Nations International Drug Control Programme

The Commission on Narcotic Drugs,

Bearing in mind the administrative and financial functions entrusted to it by the General Assembly in its resolution 46/185 C, section XVI, paragraph 2, of 20 December 1991,

Having considered the report of the Executive Director of the United Nations International Drug Control Programme containing the proposed final programme budget for the biennium 1996-1997 and proposed initial programme budget for the biennium 1998-1999 for the Fund of United Nations International Drug Control Programme,

1. *Endorses* the programme and budget strategy for the biennium 1996-1997;

2. *Takes note with approval* of the final resource allocation for programme activities in the amount of $... for the biennium 1996-1997 funded under the Fund of the United Nations International Drug Control Programme as indicated below:

	Unearmarked resources (United States dollars)	*Earmarked resources (United States dollars)*
By region		
Sub-Saharan Africa	...	...
North Africa and the Middle East	...	...
Central and eastern Europe	...	...
West and central Asia	...	...
South Asia	...	...
East Asia and the Pacific	...	...
Latin America and the Caribbean	...	...
Intercountry	...	...
Total	...	...
By sector		
Prevention and reduction of drug abuse	...	...
Elimination of illicit crops	...	...
Suppression of illicit drug trafficking	...	...

	Unearmarked resources (United States dollars)	*Earmarked resources (United States dollars)*
Intersectoral	...	...
Total	...	...

3. *Takes note with approval* of the initial resource allocation for programme activities in the amount of $... for the biennium 1998-1999 funded under the Fund of the United Nations International Drug Control Programme as indicated below:

By region

Sub-Saharan Africa	...	...
North Africa and the Middle East	...	...
Central and eastern Europe	...	...
West and central Asia	...	...
South Asia	...	...
East Asia and the Pacific	...	...
Latin America and the Caribbean	...	...
Intercountry	...	...
Total	...	...

By sector

Prevention and reduction of drug abuse	...	...
Elimination of illicit crops	...	...
Suppression of illicit drug trafficking	...	...
Intersectoral	...	...
Total	...	...

II. OVERVIEW

A. Mandates and goals

23. The basic mandates of UNDCP are set forth in the international drug control conventions, in particular the Single Convention on Narcotic Drugs of 1961,[4] the Convention on Psychotropic Substances of 1971,[5] and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988;[6] the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control; the Global Programme of Action adopted by the General Assembly at its seventeenth special session; and General Assembly resolutions 48/12, 49/168, 50/148 and 51/64. UNDCP has been given the broad mandate to coordinate and promote international drug control, and has exclusive responsibility for coordinating and providing leadership for all United Nations drug-control activities. The comparative advantage of UNDCP in assisting with the development of drug-control responses is grounded in its multilateral and impartial character, valued by recipients particularly in the context of legal and judicial reform, and its coordination of international drug-control cooperation. Equally important to both recipients and donors are the knowledge derived by UNDCP from its functions in the field of international treaty implementation and related advisory services, the capacity to adapt to local circumstances a wide range and variety of methodologies and best practices developed under pilot projects throughout the world, and its experience in working with counterparts in defining, planning and

implementing operational activities at national, subregional, regional and global levels. Those comparative advantages permeate the four sectors of UNDCP assistance.

24. The activities outlined in the present document are designed to implement the strategy and attain the objectives contained in the medium-term plan of the United Nations under the programme "international drug control" (programme 13). In particular, the activities supported by the Fund of UNDCP relate mainly to meeting the objectives of subprogramme three, prevention and reduction of drug abuse, elimination of illicit crops and suppression of illicit drug trafficking. The specific objectives contained in that subprogramme are: to ensure the availability to Governments of useful and reliable data, information and analyses on the nature of and patterns and trends in drug abuse, cultivation of illicit crops and illicit drug trafficking, including laundering of illicit proceeds, to enable them to formulate effective policies, strategies and countermeasures; to expand the information available to Governments, international organizations and experts on effective strategies, approaches, projects and programmes to reduce illicit demand for drugs, to eliminate illicit crops and to suppress illicit drug trafficking, including laundering of illicit proceeds; to increase the effectiveness of national efforts to prevent and reduce drug abuse; to increase the number and effectiveness of national programmes for the reduction of illicit crops; and to increase the effectiveness of national action against illicit drug trafficking.

B. World drug situation

25. The illicit drug problem continues to pose serious threats to States and societies.* The drug phenomenon cannot be viewed outside the context of broader contemporary economic, social and political developments. Changes in the world political economy and advances in technology over the past three decades have had a significant impact on the scope and nature of the drug problem. It is now recognized that rapid growth in the trade of goods and services has resulted in a more interdependent world. Yet, despite the positive implications of the increase in world trade for prosperity and efficiency, sustained growth in international trade can complicate efforts to control the illicit drug problem.

26. The production of opium poppy has more than tripled since 1985. The global hectarage devoted to the illicit cultivation of opium poppy expanded to about 280,000 hectares by 1996. Almost 90 per cent of illicitly produced opiates in the world originate in the two main production areas - the Golden Crescent in west Asia, mainly in Afghanistan, and the Golden Triangle in south-east Asia, particularly in Myanmar. Production reached 5,000 tonnes in 1996, of which a third is believed to be consumed as opium. The remainder is converted into 300 tonnes of heroin, the largest part of which is for international illicit markets. Most of the coca in the world is grown in the Andean countries, which account for more than 98 per cent of world cocaine supplies. Estimates of global illicit production of coca leaves suggest a doubling of production over the 1985 to 1994 period, although production appears to be down from the 1991/92 peak level. About 800 tonnes of cocaine could have been manufactured from the 300,000 tonnes of coca leaf produced in 1996. During the past decade, illicit drug production and trafficking of plant-based and other drugs have spread to new geographical areas. This trend is likely to continue, with illicit drug production expanding in places where law enforcement poses the least threat.

27. At the same time, drug abuse has become a truly global phenomenon. Of the plant-based drugs, the illicit consumption of cannabis products is most widespread. Less prevalent, but with far more serious health and social effects, is the abuse of heroin and cocaine. On the basis of unofficial UNDCP estimates, the annual global prevalence rate of illicit drug consumption is likely to be in the range of 3.3 per cent to 4.1 per cent of the world population. The most rapid rise in both abuse and manufacture in recent years has been that of synthetic drugs,

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*For an extensive description of the global drug problem see *World Drug Report* (New York, Oxford University Press, 1997).

particularly of amphetamine-type stimulants. Some 30 million people abuse amphetamine-type stimulants worldwide. That is more than those who consume heroin and probably more than those consuming cocaine.

28. Drug abuse continues to be closely associated with the problems of unemployment, neglect, violence, sexual abuse etc. Marginalized youth such as street children, juvenile delinquents and children of dysfunctional families are particularly susceptible to the enticement of drugs. However, drug abuse is no longer taking place exclusively among marginalized groups of young people or mainly in the western industrialized world. Socially integrated young people have started experimenting with drugs, and there are indications that experimentation with drugs and initiation into drug abuse is taking place at an earlier age than before. Worldwide, the patterns of drug abuse are becoming more homogeneous, as through various communication media significant proportions of the youth population of the world are being exposed to a culture that appears to be more tolerant towards the use of drugs. In some regions, diversions into illicit markets of narcotic drugs and psychotropic substances manufactured for legitimate medical purposes is a serious problem, resulting in widespread abuse of those drugs.

29. The supply side of the drug problem is an extremely profitable business for drug traffickers. The total annual revenue accruing to the illicit drug industry is estimated at around $400 billion. That would be equivalent to approximately 8 per cent of total international trade. Organized crime groups are gaining huge profits from drug trafficking which they launder to cover their illicit origins. Those profits are the major driving force behind the drug trade. What further affects countries in the entire world is the corruption, erosion of internal security, violence and economic and financial distortions associated with the production of and trafficking in drugs and with the legitimation of the proceeds of crime. The drug problem has in fact become a major threat to democracy and socio-economic development in a large number of countries, varying from one region to another only in magnitude. It is particularly intractable where drug traffickers forge alliances with terrorist and paramilitary organizations.

C. Lessons learned and major achievements in the biennium 1996-1997

30. The experience of UNDCP and its partners during the biennium 1996-1997 has led to a better understanding of the drug-control situation in the various regions, the relative strengths and weaknesses of the parties involved in drug control, and new and better approaches and strategies to tackle such a complex and rapidly changing phenomenon. A summary assessment of the lessons learned and major achievements during the biennium 1996-1997 is highlighted in each of the eight programmes contained in the present document. Three main overall conclusions can be drawn from the experience accumulated during the previous biennium.

31. First, the sustained commitment of the international community collectively - and Governments individually - to international drug control ranks as the most important determinant of the success of international action. In view of the nature of the drug phenomenon, drug-control issues rise and fall in importance on the national agenda. In countries and regions where commitment has been sustained, a great deal has been achieved. One notable example is the continued interest and participation in the sub-regional programme in south-east Asia, which was promoted by UNDCP. On the other hand, in those areas where commitment has waned, problems of drug abuse and trafficking have only intensified, and must be confronted anew.

32. Secondly, the global drug-control situation continues to change relentlessly, presenting new challenges and opportunities. These relate to changing patterns of trafficking and abuse as well as evolving political and other considerations. The emergence of opium poppy cultivation in the Andean region, the spread of the influence of drug-trafficking organizations in Central America, the shifting of trafficking routes in central and south-east Asia, the evolving political situation in Afghanistan and the growing worldwide abuse of synthetic stimulants are examples of the phenomenon. A corollary to this observation is the fact that UNDCP needs to

be provided with sufficient support - both political and financial - to enable it to act as the engine to continuously invigorate drug-control efforts at all levels. Of particular importance in that regard is the availability of general-purpose contributions for operational activities, which were severely lacking during the previous biennium, to allow a quick response to new challenges and opportunities.

33. Thirdly, the international treaty system and the international standards and norms embodied in resolutions of the General Assembly, the Council and the Commission provide an irreplaceable foundation and point of reference for the work of international drug control, and particularly for UNDCP. Those are the basic norms and standards underlying UNDCP technical cooperation efforts, and the Programme has been systematically and increasingly using them to motivate and orient national, subregional and regional action. Without that foundation it is doubtful that as much progress as has been achieved in recent years would have been possible. UNDCP is therefore increasingly gearing its operational activities to assisting Governments in meeting their obligations under the drug-control conventions.

D. Strategic orientation for the biennium 1998-1999

34. The activities to be carried out by UNDCP during the 1998-1999 biennium are contained in the following eight programmes: sub-Saharan Africa, north Africa and the Middle East; eastern and central Europe; west and central Asia; south Asia; east Asia and the Pacific; Latin America and the Caribbean; and the intercountry programme. Each programme is multisectoral, covering prevention and reduction of drug abuse, elimination of illicit crops, suppression of illicit drug trafficking and intersectoral activities, and has been developed in line with the mandates of UNDCP and the Fund policy outlined above. A table detailing the resource requirements by sector, execution modality and location and by source of funding for the bienniums 1996-1997 and 1998-1999 is presented at the end of the chapter for each of the programmes.

35. Tables 1 to 10 provide comparisons between and within bienniums. Within the biennium 1996-1997, the proposed final estimates are compared to the approved revised budget. Between two bienniums, the initial estimates for 1998-1999 are compared with the final estimates for 1996-1997. Cost and volume changes are also identified. Volume changes reflect real increases and decreases in requirements, representing the controllable element in the budget estimates including changes in delivery of technical cooperation, outputs and services. Detailed justifications for those changes are contained in the various programme descriptions. Cost changes reflect increases or decreases in the cost of a resource input arising from changes in inflation and exchange rates. Table 1 shows total recosting changes amounting to a decrease of $1,395,100 for 1996-1997, reflecting a decrease of $1,239,200 for movement of exchange rates and of $155,900 for lower inflation rates. For 1998-1999, the increase of $5,585,800 for recosting reflects an increase of $8,364,700 for inflation adjustments and a decrease of $2,778,900 for exchange rate movements. More detail on the budget methodology and recosting can be found in annex V of document E/CN.7/1997/14.

36. During the biennium 1998-1999, substantial increases in resources allocated for activities are envisaged in most regions. The initial programme budget for 1998-1999 amounts to $110,502,000 as compared with the final programme budget for 1996-1997 of $74,542,900 and the approved revised budget of $101,734,200. The increase of $35,959,100 for the initial programme budget for 1998-1999 includes a costing increase of $5,585,800 and a volume increase of $30,373,300, or 40.7 per cent. The size of each programme and the percentage increase as compared with the biennium 1996-1997 are as follows: sub-Saharan Africa, $9.5 million (94 per cent); north Africa and the Middle East, $3.3 million (103 per cent); central and eastern Europe, $9.0 million (61 per cent); west and central Asia, $24.2 million (101 per cent); south Asia, $3.9 million (56.7 per cent); east Asia and the Pacific, $17.0 million (42 per cent); Latin America and the Caribbean, $28.0 million (8 per cent); and intercountry, $15.5 million (12 per cent). In each case where a major increase in activities is envisaged, programme development was given priority in the previous biennium, and major programmes have been, or are about to be launched. Further, a number of major projects suffered significant delays in

implementation, and remedial measures are being undertaken to increase the rate of delivery of ongoing and future programmes. In particular, key country and regional offices are being strengthened, and higher priority is being given to programme and project monitoring and backstopping at country level.

37. Funding for activities designed to suppress illicit drug trafficking will see the largest increases, moving from $17.8 million to $40.0 million, 112.7 per cent before recosting. The activities aimed at the elimination of illicit crops will increase 34.6 per cent, from $20.3 million to $29.4 million. Intersectoral activities are planned to increase from $15.3 million to $19.1 million (22.9 per cent), while activities to prevent and reduce drug abuse will remain essentially stable, going from $21.1 million to $21.9 million, representing a slight volume decrease of just 0.8 per cent after recosting. Given the dearth of general-purpose resources available for programme activities, all new initiatives will need to be funded from special-purpose (earmarked) contributions. Nevertheless, ongoing commitments and certain global initiatives will require general-purpose funding, particularly for the intercountry programme ($4.9 million), west and central Asia ($2.9 million) and Latin America and the Caribbean ($2.6 million). Each of the other regions will require between $1 million and $2 million in general-purpose funding to sustain ongoing activities. Overall, $17.4 million (15.8 per cent) will be provided by general-purpose contributions and $93.1 million (84.2 per cent) by special-purpose contributions for programme activities.

38. The planned increase in programme activities will be made possible through a major strategic shift in the manner in which activities are carried out at the field level. In particular, and as reflected in the biennial support budget contained in document E/CN.7/1997/14, staff responsible for developing and backstopping field activities are being redeployed from headquarters to regional and country offices. Also, whereas in the past a number of regional and country-level activities were undertaken from headquarters, in the coming biennium such activities will be initiated and overseen by country and regional offices. This redeployment will enable the decentralization to the country and regional offices of the responsibility and authority over each of the seven regional programmes, with headquarters maintaining overall policy control and managerial oversight. Headquarters-based operational activities will be limited to those which by their very nature must be implemented globally, as outlined in the intercountry programme. It is expected that decentralization will speed programme development, decreasing the time required between the identification of needs and the start of programme activities; improve the quality of programme design; permit quicker modifications in programmes and projects to respond to changing conditions; and significantly improve programme implementation rates.

39. In sub-Saharan Africa, UNDCP together with the international community has been confronted with a situation as complex and difficult as that found in any region. The strategies employed have not been sufficiently effective, nor has the level of commitment to tackle the drug problem in the region been sufficiently strong on the part of the international community. UNDCP has therefore elaborated an ambitious new strategy for its activities in sub-Saharan Africa. Resources dedicated to preventing and reducing drug abuse will increase slightly, from $1.39 million to $1.87 million, while suppression of drug trafficking will increase from $643,600 to $2.92 million and intersectoral activities from $2.82 million to $4.71 million. The opening of the regional office in South Africa will support the increase in programme activities. UNDCP execution will continue to be the preferred execution modality.

40. North Africa and the Middle East is a region in which the drug problem has not received adequate attention. In addition to having a significant and escalating drug problem, the region also holds considerable potential for subregional, political, operational and other forms of international cooperation. As a first step in tackling such issues, UNDCP has decentralized activities to the country level by opening a regional office in Cairo. An initial strategy has been elaborated to harness the commitment and resources of the Governments in the region for drug control. Programme activities planned are modest, given the fact that the UNDCP field office began work only in July 1997. The programme for the region envisages slight increases for the elimination of illicit crops, and more substantial increases in preventing and reducing drug abuse and

suppressing illicit drug trafficking, although both sectors will continue to receive less funding than other regions, representing $872,600 and $1.61 million, respectively, in the coming biennium.

41. In central and eastern Europe the emphasis will be on solidifying and reinforcing the subregional cooperation framework in central Asia (signed at Tashkent in May 1996) and for central Europe (signed at Prague in October 1995). The cooperation arrangement for central Europe will be broadened to include the countries on the Balkan route, and the coordination mechanism on drug-control assistance to central Europe and the Baltic States will be consolidated. A substantial increase is envisaged for the suppression of illicit drug trafficking, from $2.1 million to $6.1 million, as well as for the prevention and reduction of drug abuse, from $1.38 million to $2.14 million. Intersectoral activities will decrease by over $1 million to $800,000 during the biennium 1998-1999. UNDCP execution is planned to drop from 29 per cent to 17 per cent, with a corresponding increase in agency execution. The increased level of activities in the region will be supported by the opening of the new regional office in Moscow.

42. In west and central Asia, UNDCP has elaborated a major initiative designed to begin the process of eliminating opium production in Afghanistan, and to stop opium products from transiting neighbouring countries. The illicit cultivation of opium in Afghanistan is a problem of enormous proportions, one that affects not only that country and the traditional end-use countries, but increasingly also the countries surrounding Afghanistan. To tackle illicit cultivation in Afghanistan effectively and to sever trafficking routes flowing from that country will require a major - and sustained - investment by the international community coupled with the commitment of local authorities to enforce a ban on opium poppy cultivation as a condition of participation in alternative development activities. Accordingly, the resources allocated for the elimination of illicit crops under the programme for west and central Asia during the biennium 1998-1999 amount to $13.2 million, as compared with total expenditures in 1996-1997 of some $6.5 million. As a complement to the investment in alternative development within Afghanistan, substantially more resources will be allocated to the suppression of illicit drug trafficking in the countries surrounding Afghanistan in order to sever drug-trafficking links emanating from that country. A total of $6.62 million are planned to be spent on suppression of illicit drug trafficking in the region during the biennium 1998-1999 as compared with $1.63 million in 1996-1997, representing a volume change of 274 per cent before recosting. Activities to prevent and reduce drug abuse will decrease slightly, from $1.0 million to $900,000, while intersectoral activities will increase from $2.0 to $3.5 million. National execution is expected to increase substantially, from just $757,400 to $4.5 million, a volume change of 455 per cent before recosting. Agency execution will also increase from $7.89 million to $12.13 million, while UNDCP execution will also increase significantly, tripling from $2.47 million to $7.56 million. Increases in programming represent the high priority given to alternative development in Afghanistan and to controlling drug trafficking in the surrounding countries. The funds programmed for the region - as substantial as they are - will be sufficient only to begin the process. UNDCP is assessing the overall requirements needed to effectively eliminate opium poppy cultivation in Afghanistan and other key producing areas on a sustained basis, and will present its findings to the international community early in 1998.

43. In south Asia, renewed prominence will also be given to fostering cooperation on the subregional and regional levels between countries in all sectors. Emphasis will be placed on practical measures to suppress drug trafficking. This is reflected in the increases in resources dedicated to that sector, from $604,100 in 1996-1997 to $1.96 million in 1998-1999. The programme for the region will increase from $2.3 million in 1996-1997 to $3.95 million in 1998-1999. Agency execution will decrease slightly, from 81 per cent to 74 per cent, with a corresponding increase in UNDCP execution. That shift reflects the move to subregional activities, which are better managed by UNDCP.

44. In east Asia and the Pacific, the thrust of the UNDCP programme will be twofold. First, cooperation under the subregional memorandum of understanding in south-east Asia will continue to provide the main touchstone for the work of UNDCP, with emphasis on development and implementation of projects flowing from the

agreement. It is envisaged that activities to suppress drug trafficking will accordingly increase from $3.88 million to $6.0 million. Further, implementation of activities in the Wa area of Myanmar will be given higher priority, significantly enhancing the results achieved in that critical country. Accordingly, resources allocated for the elimination of illicit crops will increase from $4.35 million to $6.0 million. Demand reduction activities undertaken in parallel will also increase from $1.4 million to $3.5 million. Agency execution will be increasingly favoured, moving from 66 per cent in the previous biennium to 71 per cent, while UNDCP execution will decrease correspondingly from 31 per cent to 26 per cent, with the balance being national execution.

45. In Latin America and the Caribbean, the emphasis will shift from demand reduction to suppression of drug trafficking, the former sector being allocated $6.7 million in 1998-1999 compared with $10.4 million in the previous biennium, and the latter increasing from $3.97 million to $11.2 million. Those changes reflect the phasing out of a number of highly successful major demand reduction programmes that have been taken over by the country itself together with renewed emphasis on initiatives to tackle drug trafficking. In the field of alternative development, stress will be on consolidation of advances made in national alternative development programmes and on increased implementation of ongoing projects. No volume changes are envisaged, and funding will remain basically stable at $8.96 million. The modest increase in resources will result in some increased national execution, which is the favoured execution modality in the region and amounts to $21.3 some 76 per cent of the total budget of $28.0 million by far the largest proportion of national execution in any region.

46. The intercountry programme for the 1998-1999 biennium will see increased priority given to developing policies and methodologies to enhance the international coordinating role of UNDCP, providing expertise and advice to Governments in developing their own strategies against the drug problem and securing the successful design and implementation of UNDCP technical cooperation programmes. The programme will increase slightly, from $14.28 million to $15.5 million, representing a volume increase of 12.2 per cent before recosting. The programme will focus more attention on intersectoral activities, which increase from $5.1 million to $7.48 million, while activities specific to suppression of drug trafficking or demand reduction will decrease, from $4.9 million to $3.63 million and from $4.1 million to $3.95 million, respectively. Nevertheless, the new global programme on money-laundering will be given priority for implementation during the biennium, as will the ongoing global legal assistance programme. Intersectoral activities comprise mainly interdisciplinary research and studies together with the production of the *World Drug Report*, as well as support for the work of the UNDCP laboratory in standard-setting. An increase is also envisaged for activities related to the elimination of illicit crops, from $164,500 to $431,800. Agency execution will be increasingly used for global activities, moving from 17 per cent to nearly 25 per cent, with a corresponding decrease in UNDCP execution. The bulk of those activities - almost 89 per cent - will be headquarters-based.

47. Since criminal organizations cooperate internationally, and indeed take full advantage of borders demarcating different legal and judicial systems and socio-economic realities, and since drug abuse itself often has particular characteristics within regions and subregions, a major strategic component of all programmes is to promote subregional and regional approaches for cooperation in drug control. The aim of subregional cooperation arrangements is to make national drug-control policies and programmes more responsive to the complex, shifting and global phenomenon of illicit drugs. Although not a substitute for treaty obligations already subscribed to by countries in the region, or for technical cooperation at the national level, subregional cooperation is a necessary complement making it possible more effectively to tackle issues that are mainly transnational in nature, such as trafficking of drugs and precursor chemicals, inadequate judicial cooperation and money-laundering. Special attention is given to meeting the fundamental prerequisites for effective cross-border cooperation, namely, precise articulation of the common threat posed by drugs, consensus on goals, trust among the entities involved, as well as commitment to harmonizing laws and drug-control information systems. UNDCP will also continue its efforts to establish interregional linkages between ongoing subregional cooperation programmes and governmental cooperation organizations.

48. Activities at the country level will be guided by national master plans that reflect a balanced approach, attaching equal importance to drug demand and supply issues. The alternative development concept as a valid tool for both the drug control and the economic development strategies in those countries most affected by the problem of cultivation of illicit crops will be implemented. In line with the United Nations System-wide Action Plan on Drug Abuse Control and the Global Programme of Action, UNDCP will mobilize United Nations and other agencies, including governmental and non-governmental organizations, to become partners in the field of drug control.

III. SUB-SAHARAN AFRICA

A. Description of the drug-control situation

49. The region of sub-Saharan Africa has not been spared the worldwide increase in the illicit cultivation, production, trafficking and consumption of drugs. Owing to its weak detection capacities, crime syndicates have targeted the continent as a major transit route, utilizing its airports and seaports to ship illicit drugs to western Europe and North America, the drug source generally being Asia or Latin America. New developments have been recorded, such as extensive illicit traffic in and abuse of psychotropic substances, mainly amphetamine-type stimulants, benzodiazepines and barbiturates in the sub-Saharan region; an increase in cannabis cultivation and in the traffic in and abuse of its products in west and southern Africa; an increase in the transiting and abuse of cocaine as well as the local production of "crack" and increasing consumption in southern Africa; clandestine manufacture of methaqualone and continued traffic in and abuse of that drug in east and southern Africa; and seizures of precursors, including those used for the manufacture of methaqualone and methamphetamine. Those developments have created a new dynamic situation in most African countries, which they seem to be poorly equipped to address. Arguably, one of the most pernicious effects of the drug trade has been the undermining of the economic integrity and political legitimacy of the States where it has taken root. The ability of drug traffickers to operate with impunity and avoid taxation infects other business practices, and further corrodes public confidence in the ability of State authorities to regulate economic activity equitably for the common good.

50. It is estimated that the problem of drug abuse is greater than commonly recognized. Cannabis is widely consumed in all subregions of Africa, and during the past biennium a large increase in consumption was reported in Chad and in central and east Africa. With regard to sedatives, amphetamines, opiates, cocaine and hallucinogens, an increase of at least 50 per cent is reported in sub-Saharan African countries. In addition, 16 countries reported drug abuse by injection.

B. Lessons learned and major achievements during the biennium 1996-1997

51. UNDCP activities in sub-Saharan Africa during the past biennium have yielded several key lessons, and provided the foundation for a renewed approach. In law enforcement, activities have mainly been geared to improving the capacities of States to detect modes and routes of illicit drug trafficking to and from the region. A series of rapid assessment surveys have produced a better understanding of the patterns of and trends in drug abuse in selected African countries, while at the same time underlining the fact that significant gaps in the overall understanding of the drug-abuse situation in the region still remain. Cooperation with the Organization of African Unity (OAU) and the Southern African Development Community (SADC) has been developed, identifying its potential and limitations. Also during the biennium 1996-1997, UNDCP was successful in intensifying its cooperation with United Nations agencies and other organizations working in the region and in increasing awareness of the drug threat in the region among those agencies and African and non-African Governments.

52. The salient features of the prevailing drug-control issues in sub-Saharan Africa in conjunction with the lessons learned from the UNDCP technical assistance provided to the region during the past biennium have been incorporated into a strategy document for Africa (1998-2001), the main points of which may be summarized as follows:

(a) First, the development of a drug-control capacity is a challenge when States are not fully aware of the negative impact of drug trafficking and abuse on their overall development process. As a consequence, drug issues are not systematically integrated into the development agenda. Hence, there is a need on the part of UNDCP to pursue more advocacy work on a country-by-country basis;

(b) Secondly, on average, there exists a need to improve the quantity and quality of information on and knowledge of the drug phenomenon. In that regard, technical studies are a prerequisite for the provision of the comprehensive information on which sound decision-making processes can occur, at both the policy and operational levels;

(c) Thirdly, the studies will invariably pave the way to ensuring that advocacy at the highest political level is sustained through participatory involvement of Government and civil society;

(d) Fourthly, only in the case of UNDCP assistance to OAU should political advocacy for drug-control activities be pursued at the regional and subregional levels directly (thereby embodying UNDCP intervention in a regional and subregional context). In doing so, UNDCP is building upon the momentum gained during the previous biennium, which saw the adoption of a region-wide plan of action in the field of drug control which was endorsed by the OAU heads of States;

(e) Finally, UNDCP intervention will need to focus first on capacity-building at the national level. That process needs to occur in selected countries. Only afterwards will it be possible to construct the building blocks of subregional cooperation.

C. Objectives and strategies

53. *Objective: to establish or strengthen national coordinating mechanisms and bodies or inter-ministerial committees and make them fully operational.* To meet this objective, UNDCP will seek to ensure that national coordinating committees will acquire the capacity to formulate strategies in the fields of law enforcement and demand reduction which, in turn, will be translated into implementable plans of action. To that end, advisory services and training will continue to be provided by UNDCP to experts and policy makers alike. Moreover, when the strategies or master plans already exist, UNDCP, through the provision of advisory services, will support the government authorities concerned to ensure that the related budgetary commitment will be linked to national development budgets.

54. *Objective: to reduce the amount of illicit drugs entering and transiting through major entry and exit ports (sea and land) in selected countries.* This objective will be achieved through sustaining and complementing activities launched in the latter part of the biennium 1996-1997. The activities will be underpinned by a holistic approach linking the development of legislation and the strengthening of forensic services, the judiciary and law enforcement, as well as anti-money-laundering measures. Such an approach should foster greater coordination and cooperation among all entities involved.

55. *Objective: to improve the control of licit pharmaceuticals in key countries of the region of east and southern Africa.* To achieve this objective, the UNDCP strategy is to assist the countries concerned in establishing policies for effective control of narcotic drugs and psychotropic substances that will more adequately define real needs for the supply of drugs for legitimate needs. The knowledge and skills of a number

of drug inspectors in the selected countries will be enhanced to enable them to inspect ports, manufacturers, importers, wholesalers and hospital pharmacies. By extension, control measures will be established to reduce the likelihood of illicit manufacture of precursors, as well as to improve the quality of reports to the Board and to UNDCP in conformity with the drug-control conventions.

56. *Objective: to enhance capacities for demand reduction in priority countries through the provision of programmes at the country level.* The strategy for this objective is to enhance capacities for demand reduction in priority countries through the provision of programmes at the country level designed to increase the political awareness and commitment of national authorities, including seminars on national demand reduction for policy and decision makers, experts and representatives of non-governmental organizations. The identification of training needs and suitable institutions in Africa to provide such training will thus be facilitated. It is expected that the rapid assessment methodology will be adopted to develop and monitor drug-abuse trends and associated remedial actions at the country level.

57. *Objective: to provide support to conduct a comprehensive study on Africa and a survey of all trafficking in sub-Saharan Africa in conjunction with the Crime Prevention and Criminal Justice Division of the Secretariat (Centre against Transnational Organized Crime).* During the biennium 1998-1999, UNDCP will provide support to conduct a comprehensive study that describes, on the basis of multidisciplinary analysis, the relationship between drugs and other challenges facing sub-Saharan Africa, including poverty, demographic pressures, political instability and HIV-AIDS and that recommends a course of action addressing those inter-disciplinary linkages. The study will serve as an important tool for making Governments, non-governmental organizations and the international community more sensitive to the problem of drugs in Africa. Countries will be selected from all subregions in sub-Saharan Africa. It is expected that the study will provide UNDCP with an operational instrument with a stronger empirical foundation. A survey of trafficking in sub-Saharan Africa will be conducted as an intrinsic component of transnational crime in that region. The survey will target States of the Economic Community of West African States (ECOWAS) and SADC and be implemented by multidisciplinary expert groups. It will aim at identifying practical measures against drug trafficking to enhance coordination both within and between the subregion constituted by ECOWAS and SADC. It will provide, ultimately, the basis for the political advocacy necessary for the establishment by African decision makers of a common policy against drug trafficking.

58. UNDCP will continue to provide support to the OAU secretariat to enable it to develop the capacity to discharge the functions entrusted to it under its Drug Control Plan of Action, in particular in the area of monitoring and reporting. The prime responsibility for the translation of the global orientations for the plan of action into concrete action rests with the African States. The plan of action stresses the role of the regional economic communities such as ECOWAS in west Africa and SADC in southern Africa. The functions undertaken by the OAU Secretariat already contribute to the promotion of regional cooperation and intraregional coordination of drug-control activities. Given the regional dynamics of the drug phenomenon, those functions will foster, on a continuing basis, the political advocacy required to ensure the effectiveness of drug interdiction measures, at both the national and regional levels.

D. Summary of activities for the biennium 1998-1999 and thematic focus

59. The activities will focus on the training of policy makers and experts in various fields, including legislation, law enforcement and demand reduction, particularly members of the designated coordination bodies or interministerial committees, in order to establish policies and to translate them into plans of action that can be readily implemented. As appropriate, institutional instruments such as legal and procedural manuals will be produced. The training will be provided through seminars, workshops or more targeted advisory services.

60. In selected countries, the activities will ensure that the combination of better trained magistrates, prosecutors, dedicated drug units and forensic personnel working in cooperation results in an increase in drug seizures and effective prosecution. To achieve this, both the dedicated drug units and laboratories will be better equipped in order to meet normative operational requirements.

61. Activities aimed at improving the control of licit pharmaceuticals in selected countries will focus on the training of drug inspectors in inspection skills and the use of computers and software for improved monitoring of the drug trade, procurement and licensing systems and better reporting to the Board and UNDCP. Profiled training activities will be provided to multidisciplinary groups involving drug inspectors, police and customs officers. A pool of dedicated drug inspectors will be formed in the different countries with enhanced capacities to inspect activities relating to licit pharmaceuticals, thus reducing the risk of diversions.

62. To enhance the capacity for demand reduction in priority countries, individual activities will aim at providing an assessment of the actual drug abuse situation in each of the selected countries as a basis for the further development of prevention, treatment and rehabilitation efforts, initially at the country level. By the end of the activity, the training of trainers for such development will have been achieved. National seminars on demand reduction for policy makers and experts in the field, together with participants from non-governmental organizations, will have been undertaken to increase awareness, to identify needs for human resources development and to elaborate action-oriented programmes.

63. To undertake a survey of all trafficking in sub-Saharan Africa, a team of international experts will visit Angola, Cameroon, Côte d'Ivoire, Egypt, Kenya, Liberia, Morocco, Mozambique, Nigeria, Senegal, South Africa, United Republic of Tanzania, Zaire and Zambia. The survey will provide exhaustive descriptive and analytical data that will make possible an overall review of the phenomenon. The related report will contain the information base and resources for policy decisions on coordinated activities and cooperation against drug trafficking. It is expected that the policy decisions will be adopted during two follow-up conferences at ministerial level to take place in the ECOWAS and SADC subregions.

64. UNDCP project activities aimed at developing the capacity of the OAU secretariat will focus on the training of staff serving as focal points and the provision of communications equipment. At the end of the project, the OAU secretariat will be in a position regularly to review its plan of action and produce a yearly report on its implementation, in addition to having established coordination mechanisms with international, intergovernmental and non-governmental organizations for the promotion of drug-control activities.

E. Implementation and coordination arrangements

65. The opening of the new regional office in South Africa will facilitate the implementation of the programme. Most of the programme will be implemented with the involvement of other United Nations agencies acting as executing or associated agencies, including the United Nations Office for Project Services (UNOPS) (training and procurement of equipment), the International Labour Organization (ILO) (in the context of drugs and workplace initiatives), UNICEF and UNFPA (demand reduction activities). In the area of law enforcement, the World Customs Organization (WCO) (formerly the Customs Cooperation Council) will continue to be used as an executing agency for programme activities dealing with drug control at the customs level (drug control at sea ports and exchange of information through its regional intelligence liaison offices (RILOs)). The specificity of some programme activities is such that UNDCP will have a comparative advantage in executing the project directly. National execution will be used for projects when capacities for implementation are clear and carry the expectation of sustainability. UNDCP country office will monitor programme implementation and perform tasks of advocacy and guidance in terms of technical support, particularly when the responsibility for execution is incumbent upon UNDCP. The proposed budgetary allocation for the programme for sub-Saharan Africa for the bienniums 1996-1997 and 1998-1999 is presented in table 3.

Table 3. Sub-Saharan Africa: sector, execution modality and location by source of funding, 1996-1997 and 1998-1999
(Thousands of United States dollars)

Item	1996-1997 expenditure			Changes				1998-1999 estimates		
				Volume		Cost				
	General-purpose	Special-purpose	Total	Change	Per-centage	Change	Per-centage	General-purpose	Special-purpose	Total
Sector										
Prevention and reduction of drug abuse	225.7	1 165.1	1 390.8	460.2	33.1	15.4	1.1	406.0	1 460.4	1 866.4
Elimination of illicit crops	--	--	--	--	--	--	--	--	--	--
Suppression of illicit drug trafficking	393.2	250.4	643.6	2 273.7	353.3	4.8	0.7	325.3	2 596.8	2 922.1
Intersectoral	844.6	1 979.9	2 824.5	1 845.1	65.3	41.8	1.4	425.2	4 286.2	4 711.4
Total	1 463.5	3 395.4	4 858.9	4 579.0	94.2	62.0	1.2	1 156.5	8 343.4	9 499.9
Execution modality										
UNDCP	1 136.5	2 406.6	3 543.1	3 451.0	97.4	54.5	1.5	1 046.5	6 002.1	7 048.6
Agencies	311.3	811.1	1 122.4	991.5	88.3	8.7	0.7	110.0	2 012.6	2 122.6
National	15.7	177.7	193.4	136.5	70.6	(1.2)	(0.6)	--	328.7	328.7
Total	1 463.5	3 395.4	4 858.9	4 579.0	94.2	62.0	1.2	1 156.5	8 343.4	9 499.9
Location										
Country level	516.7	2 302.3	2 819.0	4 236.9	150.3	32.2	1.1	1 093.0	5 995.1	7 088.1
Headquarters	946.8	1 093.1	2 039.9	342.1	16.8	29.8	1.4	63.5	2 348.3	2 411.8
Total	1 463.5	3 395.4	4 858.9	4 579.0	94.2	62.0	1.2	1 156.5	8 343.4	9 499.9

IV. NORTH AFRICA AND THE MIDDLE EAST

A. Description of the drug-control situation

66. Prior to 1991, Lebanon was the main producer of cannabis and opium poppy in the region of the Middle East and a major crossroad for illicit drug trafficking. During the peak years, some 5,000 hectares of opium poppy and 16,000 hectares of cannabis were cultivated, producing 3 to 5 tonnes of heroin and 545 to 1,000 tonnes of hashish annually. Currently, illicit cultivation in the Bekaa Valley has practically ceased as a result of strong eradication measures undertaken by the Lebanese authorities and the army of the Syrian Arab Republic since 1991, followed by support provided by UNDCP and the international community in the development of the Bekaa Valley. There are, however, difficulties in sustaining the success achieved, and the country is still affected by illicit drug trafficking and processing of morphine base. It also continues to face serious problems in the control of licit trade in narcotic drugs and psychotropic substances.

67. In north Africa, Morocco continues to be one of the world's largest producers of cannabis, which is transshipped to Europe via the Mediterranean coast of north Africa. The area under cultivation is estimated at 50,000 hectares. In recent years, Egypt has been affected by a rise in the cultivation of opium poppy in the region of south Sinai, where approximately 30 tonnes of opium poppy were seized and destroyed by the Egyptian authorities in 1996.

68. Drug abuse is increasing in the region. Opiates and sedatives are the two main types of drugs abused, followed by cannabis and cocaine. Socio-economic factors such as illiteracy, poverty and political unrest are contributing factors in the northern part of the region, including Egypt, Lebanon, Morocco and Gaza and the West Bank, while foreign labour and exposure to new cultures and behaviours affect drug-abuse trends in the region of the Persian Gulf.

B. Lessons learned and major achievements during the biennium 1996-1997

69. In the Middle East, projects were formulated and implemented for Turkey and Lebanon, a demand-reduction forum for Arab countries was held in the United Arab Emirates, and a subregional expert forum for north Africa, postponed from 1995, was held in Tunisia in 1996. Nevertheless, until mid-1997, UNDCP had no office in the region, and its programmatic activities were ad hoc, sometimes lacking follow-through. That led to difficulties in implementing a coherent programme for the region. As a result, the Executive Director decided to open a regional office at Cairo, and to include within the purview of its responsibilities the region of north Africa and the Middle East. It is expected that the new arrangement will contribute to enhancing programme implementation in the region.

C. Objectives and strategies

70. *Objectives: (a) to enhance knowledge about and to assess and keep abreast of the drug situation in north Africa and the Middle East; (b) to ensure that the drug problem in north Africa and the Middle East is given greater priority at national, regional and international levels; (c) to build up and strengthen the institutional framework at national and regional levels; and (d) to ensure, by applying IDA, that operational programmes in priority sectors target the specific needs of selected countries and, where relevant, are developed in coordination with the Centre against Transnational Organized Crime and other partners.* Although the programme in the region of north Africa and the Middle East is still in its formative stage, its objectives have been identified.

71. Assistance to Egypt, Lebanon and Morocco will focus mainly on elimination of illicit crops. On the Arabian peninsula, identified priorities include prevention and reduction of drug abuse, particularly targeting amphetamines and synthetic drugs. Throughout the region, UNDCP will take steps to assist countries in setting up effective arrangements for cross-border cooperation to suppress illicit drug trafficking.

D. Summary of activities for the biennium 1998-1999 and thematic focus

72. UNDCP efforts will concentrate on the establishment of subregional cooperation programmes between groups of countries affected by similar trends in illicit drug trafficking, including Lebanon, Syrian Arab Republic and Turkey, on the one hand, and Egypt, Jordan and Saudi Arabia on the other. To facilitate the elimination of illicit crop production, UNDCP will continue to support the programme initiated in Lebanon, where UNDCP has succeeded with UNDP in establishing a regional umbrella development aimed at the revitalization of the Bekaa region as part of the overall reconstruction and development effort of the country. UNDCP will follow a similar approach in Morocco and seek the cooperation of donors for support to an integrated area development programme in the Rif region accompanied by measures aimed at strengthening the capacity of the Government to monitor and control, on a sustainable basis, illicit cultivation.

73. A programme to prevent and reduce drug abuse, developed within the framework of the master plan, will be implemented in the Middle East. During the biennium 1996-1997, the collection of data on drug abuse has been limited. On the basis of the assessment of the current drug-abuse situation as reflected in the outcome and recommendations of the UNDCP regional demand-reduction forums for north Africa and the Middle East, a programme of assistance will be designed for the region as a whole in the area of prevention and reduction of drug abuse. The programme will address data collection and analysis, school curricula for prevention of drug abuse, training of health professionals and educational programmes. At the end of the biennium, key institutions are expected to be strengthened and systems of data collection improved.

E. Implementation and coordination arrangements

74. The majority of projects in the region will be implemented through involvement of other United Nations agencies, including UNOPS, UNDP, ILO and the United Nations Educational, Scientific and Cultural Organization (UNESCO). UNDCP will only undertake the implementation of a small number of projects, such as subregional law enforcement projects, where national execution or participation of other international organizations is not considered to be an option. In the prevention and reduction of drug abuse, execution by non-governmental organizations will continue to be the dominant implementation modality. In the area of alternative development in Lebanon and Morocco, a number of United Nations agencies will be participating in project implementation. However, national execution will be pursued, taking into consideration cost-effectiveness and national capacities to ensure sustainability. Monitoring and evaluation of project activities will be undertaken by the UNDCP field office. The proposed budgetary allocation for the programme for north Africa and the Middle East for the bienniums 1996-1997 and 1998-1999 is presented in table 4.

V. CENTRAL AND EASTERN EUROPE

A. Description of the drug-control situation

75. Rapid change in eastern Europe has contributed to escalating drug abuse. As eastern Europe struggles with political, social and economic reform, trafficking syndicates are taking advantage of the opening of borders and the lack of adequate structures by establishing new routes for heroin trafficking to Europe from south-west Asia. The main trends are increases in the abuse of amphetamines and hallucinogens, followed by cannabis, cocaine and opiates. The spread of drugs such as ecstasy, methamphetamine and other ATS is alarming. After tripling

Table 4. North Africa and the Middle East: sector, execution modality and location by source of funding, 1996-1997 and 1998-1999
(Thousands of United States dollars)

Item	1996-1997 expenditure			Changes				1998-1999 estimates		
				Volume		Cost				
	General-purpose	Special-purpose	Total	Change	Per-centage	Change	Per-centage	General-purpose	Special-purpose	Total
Sector										
Prevention and reduction of drug abuse	--	46.4	46.4	775.3	1 670.9	50.9	109.7	--	872.6	872.6
Elimination of illicit crops	128.0	625.3	753.3	(16.9)	(2.2)	47.1	6.2	681.5	102.0	783.5
Suppression of illicit drug trafficking	77.8	10.7	88.5	1 420.1	1 604.6	101.2	114.3	875.7	734.1	1 609.8
Intersectoral	12.5	603.4	615.9	(615.9)	(100.0)	--	--	--	--	--
Total	218.3	1 285.8	1 504.1	1 562.6	103.9	199.2	13.2	1 557.2	1 708.7	3 265.9
Execution modality										
UNDCP	62.5	413.0	475.5	303.7	63.9	48.0	10.0	--	827.2	827.2
Agencies	155.8	870.5	1 026.3	1 261.2	122.9	151.2	14.7	1 557.2	881.5	2 438.7
National	--	2.3	2.3	(2.3)	(100.0)	--	--	--	--	--
Total	218.3	1 285.8	1 504.1	1 562.6	103.9	199.2	13.2	1 557.2	1 708.7	3 265.9
Location										
Country level	179.6	1 209.2	1 388.8	1 237.3	89.1	171.1	12.3	1 557.2	1 240.0	2 797.2
Headquarters	38.7	76.6	115.3	325.3	282.1	28.1	24.3	--	468.7	468.7
Total	218.3	1 285.8	1 504.1	1 562.6	103.9	199.2	13.2	1 557.2	1 708.7	3 265.9

between 1985 and 1990, seizures of ATS has tripled again during the 1990s. While during the late 1980s almost all clandestine production of ecstasy was based elsewhere, more than half of the global manufacture has since shifted to Europe. Between 1990 and 1995, cocaine seizures in Europe went up by some 30 per cent, while heroin seizures rose by 60 per cent. Around 80 per cent of the heroin seized in western Europe originates in south-west Asia, nearly all of it in Afghanistan. In the Russian Federation, where two thirds of drug abusers are reported to be under 30 years of age, officials calculate that the number of regular drug abusers will nearly double by the year 2000 to 3.5 million from the 2 million currently estimated.

76. The Czech Republic, Hungary, Poland, Slovakia and Slovenia have become transit States and storage areas for heroin shipments on the north-bound Balkan route to Europe. Those States are used for transit of opium, heroin and cannabis resin originating in central Asia via the Russian Federation, across the Caspian Sea, and via the Caucasus countries, across the Black Sea. Drug trafficking in central Europe is reported to be operated by numerous organized crime groups, many of which have links in the Russian Federation or Turkey.

77. Cultivation of poppy for household purposes is a tradition in the region and the ban on illicit poppy cultivation is generally not strictly enforced, although certain States have reported eradication measures, especially Hungary, which has experienced an increase in illicit cultivation in recent years. Synthetic drugs are also being produced in the region, and the amphetamines produced are reportedly considered to be the highest-quality illicit drugs of European origin.

B. Lessons learned and major achievements during the biennium 1996-1997

78. An important component of UNDCP activities in central and eastern Europe has been the establishment of the UNDCP coordination mechanism for eastern Europe, the Baltic States and the Commonwealth of Independent States. The coordination mechanism has been instrumental in obtaining a clear and complete picture of the situation relating to drug abuse, of major trends, and of past, ongoing and planned assistance activities in the target region. An external evaluation confirmed that owing to the complexity of the needs of recipient countries and the number of donors involved in the target region, the need for coordination of technical assistance projects would remain for the foreseeable future. The success of the coordination concept is prompting donor countries and international organizations to set up their own coordination frameworks. It has also brought benefits to recipient countries and expanded the role of UNDCP as the central coordinator of bilateral and multilateral assistance programmes.

79. A total of 13 projects were managed in central Europe, including those executed by United Nations agencies and non-governmental organizations. One hundred and twenty health professionals in Bulgaria, Czech Republic, Hungary, Poland, Slovakia and Slovenia attended training courses on substance abuse organized in their countries in 1996, and a core group of six experts from each country, who in 1994 had participated in the development of project-specific training curricula, received additional training. Because of the internal situation in Albania, the project envisaged for the biennium 1996-1997 in that country has not yet started. Technical assistance to Bulgaria was not provided, since it will be included in the subregional programme for south-eastern Europe under the PHARE programme of the European Commission. Cooperation with ILO, the European Commission and the Pompidou Group of the Council of Europe was enhanced to optimize assistance in demand reduction.

80. In 1996, a mission was carried out in all three Baltic States to review the existing drug-control situation at all main border-crossing points and to make recommendations on action to strengthen them. The fight against money-laundering, which is recognized as a top priority by all Baltic Governments, was advanced by the signature of the Riga Declaration in November 1996 by the Prime Ministers of the three Baltic States and the heads of UNDCP, the European Commission and the Financial Action Task Force on Money-Laundering established by the heads of State or Government of seven major industrialized countries and the President of

the Commission of the European Communities. That event was the culmination of the Baltic conference on the fight against money-laundering organized by UNDCP. The Baltic States committed themselves to develop and enact relevant legislation to ensure sustainability of financial controls and the integrity of financial institutions. In 1997 a workshop was conducted to assist in the formulation of master plans.

81. During recent bienniums, UNDCP assistance was provided mostly at the national level, in line with the dominant political trend of the period, as each State followed its own reform strategy for the transition to democratic governance. However, despite varying degree of success in individual States, the reform process led all of them to recognize the necessity of reconstructing their earlier subregional and regional cooperation frameworks. The characteristics of the drug-control problem in the subregion, as well as lessons learned from UNDCP experience in providing assistance programmes at the national level, clearly demonstrate the need for a subregional approach.

C. Objectives and strategies

82. *Objective: to consolidate in-country and subregional programmes started in the previous biennium and promote coordination arrangements to link neighbouring subregions in drug law enforcement activities.* Technical cooperation programmes during the biennium 1998-1999 will have a multisectoral orientation with emphasis on regional and subregional cooperation. In central and eastern Europe, UNDCP will support further development of the Subregional Drug Control Cooperation Programme on the basis of the memorandum of understanding signed at Prague in 1995, initiated to provide a comprehensive response to drug-control challenges posed by east-west and south-north illicit trafficking and growing drug abuse. In south-eastern Europe, a programme aimed at the strengthening of drug enforcement capacities will be executed jointly by UNDCP and the European Commission. Its strategic goal is to contribute to the region-wide effort to reduce heroin trafficking from south-west Asia, which is leading to increasing drug abuse. At the same time, the programme will address the relatively new phenomenon of trafficking of tonnes of hashish from Africa in containers. Accordingly, the thrust of the programme will be to facilitate operational cross-border cooperation between States of the subregion and cooperation in data collection and analysis. In order to develop the capacities of individual States to the level required for such cooperation, subregional actions will be complemented by the provision of support to Albania, Bosnia and Herzegovina, Croatia and the former Yugoslav Republic of Macedonia.

83. *Objective: to promote subregional cooperation in the field of demand reduction through multicountry and regional programmes.* The Baltic States, Belarus and Ukraine form a geopolitical belt between south-west Asia and the Russian Federation, on one side, and Poland, as the main gateway for illicit drugs to Germany, the Benelux countries and the United Kingdom of Great Britain and Northern Ireland. Correspondingly, UNDCP will attempt to forge more coordinated operational measures and a greater degree of cross-border cooperation among the five countries. In that context, due attention will also be given to ensuring the integration of the Kaliningrad region of the Russian Federation into eventual cooperation agreements. At the strategic level, a major challenge to drug control is posed by the escalation of drug production, manufacturing, trafficking and consumption in the Russian Federation. The first strategic goal will be to prioritize needs identified in the Russian plan of action presented in April 1997 at the International Conference on Drug Control Cooperation with the Russian Federation, organized by UNDCP, and to coordinate available resources for bilateral and multilateral assistance to achieve a maximum multiplier effect. Efforts will be undertaken to establish a subregional cooperation programme in the Transcaucasian subregion and to counter transit trafficking of opiates from south-east Asia and the manufacture of potent synthetic drugs.

D. Summary of activities for the biennium 1998-1999 and thematic focus

84. In the field of prevention and reduction of drug abuse, emphasis will continue to be on subregional cooperation and coordination, the strengthening of key drug-control institutions and the development of prevention, treatment and rehabilitation programmes. UNDCP will continue working with the Pompidou Group in expanding its multi-city network to States of eastern Europe, and with UNESCO in strengthening primary prevention to counteract the trend of increasing substance abuse among children and young people. Cooperation will continue with ILO through the workplace prevention programme.

85. To suppress illicit drug trafficking in States of the region that are not signatories of memoranda of understanding, UNDCP will concentrate on the formulation, as a joint initiative with the European Union, of a PHARE programme for drug law enforcement in south-eastern Europe. The envisaged project objectives will place emphasis on harmonization of drug law enforcement tactics, operational techniques and information systems in the beneficiary countries. UNDCP will continue to provide assistance to Bosnia and Herzegovina, Croatia and the former Yugoslav Republic of Macedonia. Institution- and confidence-building in post-conflict countries will be supported by technical assistance to narrow the gap in institutional frameworks and control capacities between States in south-eastern and central Europe. UNDCP will also set up harmonized national systems in the Transcaucasian countries with a view to linking them in a subregional cooperation framework. In the Russian Federation, on the basis of the endorsement of a Plan of Action and given the response of donors, assistance will be provided to support the Plan of Action for Enhancing Implementation of the Federal Drug Control Programme (1997-2000).

86. At the end of the biennium it is anticipated that drug-control agencies will be better equipped, more effective and coordinated, and that cooperation at the subregional level between key drug-control institutions will have improved. Operational information will be exchanged more easily and on a regular basis. Consequently, it is anticipated that the measures taken will result in more arrests and increased seizures of illicit drugs and precursor chemicals.

87. The framework of the UNDCP coordination mechanism for international drug control assistance to Eastern Europe, the Baltic States and the Commonwealth of Independent States (involving 28 States) is being increasingly used for the formulation of joint UNDCP-donor strategies and subsequent design and execution of technical cooperation projects and programmes. UNDCP will remain the most appropriate organization to act as the central coordinating body, and the coordination mechanism should be continued and further developed during the biennium 1998-1999.

E. Implementation and coordination arrangements

88. The opening of the regional office in Moscow will facilitate the implementation of the programme. The majority of projects in the region will be implemented through the involvement of other United Nations agencies (UNOPS, UNDP, ILO and UNESCO). UNDCP will only undertake the implementation of a small number of projects, such as subregional law enforcement projects, where national execution or participation of other international organizations is not considered to be an option. In the prevention and reduction of drug abuse, execution by non-governmental organizations will continue to be the dominant implementation modality. National execution will be pursued, taking into consideration cost-effectiveness and national capacities, to ensure sustainability. Monitoring and evaluation of project activities will be undertaken by UNDCP. The proposed budgetary allocation for the programme for central and eastern Europe for the bienniums 1996-1997 and 1998-1999 is presented in table 5.

Table 5. Central and Eastern Europe: sector, execution modality and location by source of funding, 1996-1997 and 1998-1999
(Thousands of United States dollars)

Item	1996-1997 expenditure			Changes				1998-1999 estimates		
				Volume		Cost				
	General-purpose	Special-purpose	Total	Change	Per-centage	Change	Per-centage	General-purpose	Special-purpose	Total
Sector										
Prevention and reduction of drug abuse	719.8	658.1	1 377.9	637.8	46.3	125.7	9.1	476.7	1 664.7	2 141.4
Elimination of illicit crops	--	--	--	--	--	--	--	--	--	--
Suppression of illicit drug trafficking	508.4	1 571.7	2 080.1	3 665.3	176.2	374.3	17.9	544.6	5 575.1	6 119.7
Intersectoral	288.7	1 532.3	1 821.0	(1 070.7)	(58.8)	49.2	2.7	637.1	162.4	799.5
Total	1 516.9	3 762.1	5 279.0	3 232.4	61.2	549.2	10.4	1 658.4	7 402.2	9 060.6
Execution modality										
UNDCP	303.7	1 086.8	1 390.5	88.8	6.4	94.0	6.7	25.6	1 547.7	1 573.3
Agencies	1 213.2	2 675.3	3 888.5	3 143.6	80.8	455.2	11.7	1 632.8	5 854.5	7 487.3
Total	1 516.9	3 762.1	5 279.0	3 232.4	61.2	549.2	10.4	1 658.4	7 402.2	9 060.6
Location										
Country level	1 293.7	3 762.1	5 055.8	2 911.2	57.6	514.6	10.1	1 372.2	7 109.4	8 481.6
Headquarters	223.2	--	223.2	321.2	143.9	34.6	15.5	286.2	292.8	579.0
Total	1 516.9	3 762.1	5 279.0	3 232.4	61.2	549.2	10.4	1 658.4	7 402.2	9 060.6

VI. WEST AND CENTRAL ASIA

A. Description of the drug-control situation

1. Afghanistan

89. Afghanistan is one of the two largest producers of illicit opium poppy in the world. According to the annual UNDCP Afghanistan opium poppy survey conducted during the 1995/96 growing season, the area under opium poppy cultivation was estimated to be in the range of 55,000-58,000 hectares, with an estimated corresponding yield of 2,200-2,300 tonnes of opium. Preliminary results of the 1997 UNDCP survey indicate that the area under opium cultivation is by and large at the same level as in 1996, while the corresponding yield has increased by approximately 25 per cent to 2,800 tonnes of opium. This production has stimulated substantial trafficking in opium, morphine and heroin through neighbouring countries to consumer markets located mainly in western Europe.

90. Although no reliable data exist on the prevalence of drug abuse in Afghanistan, anecdotal evidence suggests that it has increased during recent years, which may be explained as a consequence of the hard living conditions caused by a prolonged war, combined with the increasing availability of both opium and heroin. Heroin abuse is on a sharp upward trend, having been brought into Afghanistan by refugees. Drug abuse is particularly widespread in Badakhshan province, in some larger cities such as Kabul, Herat and Mazar, and among refugees situated in refugee camps near the urban centres of Peshawar and Quetta in Pakistan. Drug-control efforts are hampered by civil strife, lack of an effective central Government and the absence of an institutional framework, capacity and resources to deal with problems at all levels. The United Nations Coordinator for Afghanistan is calling for an integrated programme which should take into account multifaceted social and political elements. In that connection, the United Nations system is developing a comprehensive three-year strategic framework focusing on the objective of a sustainable peace in Afghanistan. UNDCP is taking part in the preparation of that framework and will implement its programme in close cooperation with other United Nations agencies.

2. Security belt around Afghanistan

91. The countries around Afghanistan are Iran (Islamic Republic of), Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan and Uzbekistan. An estimated 70-80 per cent of heroin seized in western Europe is believed to come from south-west Asia, mainly Afghanistan. The Islamic Republic of Iran and Pakistan remain important channels for trafficking in morphine and heroin. In 1995, opium seizures in those countries amounted to 126.6 and 109.4 tonnes, respectively, and heroin seizures to 2.1 and 10.7 tonnes. At the same time, some sources indicate that Tajikistan, Turkmenistan and Uzbekistan are becoming a new trafficking route leading to western Europe. The volume of drugs leaving Afghanistan and crossing that subregion is illustrated by such seizures as 1.19 tonnes of morphine base seized at Termez, Uzbekistan, 1 tonne of morphine seized at the Sarp border crossing point (Turkish-Georgian border) coming from Afghanistan through the central Asian States. Assumptions regarding the active use of the central Asian States as a transit route for trafficking of opiates from Afghanistan are further supported by reported changes in the areas under opium poppy cultivation and trafficking routes inside Afghanistan itself. Opium poppy cultivation has been reported to be growing particularly rapidly in the Badakshan province bordering on Tajikistan - a 164 per cent increase was reported in the 1995 UNDCP estimate for crop area and opium production in Afghanistan - and has been observed for the first time in some of the northern provinces of Faryab, Balkh and Jawzjhan, which border on Uzbekistan and Turkmenistan. At the same time, the smuggling of chemical precursors has increased in the opposite direction. In 1995, over 75 tonnes of acetic anhydride were seized in Uzbekistan and Turkmenistan on their way to Afghanistan.

3. Central Asia

92. Climatic conditions in all of the central Asian States (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan) are favourable for growing opium poppy, cannabis and the ephedra plant. National authorities estimate the total area under illicit opium poppy cultivation to be close to 2,000 hectares, capable of producing about 30 tonnes of opium annually. Cannabis grows wild throughout the region, but most extensively in the large area (about 170,000 hectares) of the Chu Valley, straddling Kazakstan and Kyrgyzstan. The main drugs of abuse in central Asia are cannabis, opium, heroin and ephedrone. According to local experts, about 1 million people in all five States abuse those drugs on a regular basis. In addition to the locally produced opium and cannabis, large amounts of opium, morphine, heroin and hashish produced in south-west Asia are trafficked into central Asia across the Afghan border with Tajikistan, as well as across the Afghan borders with Uzbekistan and Turkmenistan. Since controls on internal borders between all 12 States members of the Commonwealth of Independent States are practically non-existent, those drugs are further trafficked from central Asia in all directions. Consequently, central Asia has become a new route for drug transit from Afghanistan to Belarus, Russian Federation and Ukraine, and subsequently to eastern and western Europe, or to the Caucasus countries and to Turkey.

4. Pakistan

93. Preliminary results of the 1997 opium poppy survey carried out by the Government of Pakistan indicate that an area of 345 hectares was under opium poppy cultivation in 1997. That represents a decrease of 2,175 hectares (or 86 per cent) since the project commenced in 1994, when the opium area was 2,520 hectares. The opium poppy cultivation in the Dir district constitutes approximately 40 per cent of the total opium cultivation in Pakistan.

B. Lessons learned and major achievements during the biennium 1996-1997

94. Despite the chaotic political situation in Afghanistan related to the continuous civil strife, UNDCP is implementing a programme in the country mainly related to reduction of the poppy crop and capacity-building for drug control. However, the situation is not ripe for developing a drug law enforcement programme inside the country. Since the drug-trafficking situation is worsening, also in neighbouring countries, a coordinated response is required to improve the efficacy of control measures on the immediate borders with Afghanistan. In Pakistan, since 1985, UNDCP assistance was provided to the Dir district under the Dir district development project.

95. National drug-control strategies have been formulated in all five Central Asian States and strengthened with UNDCP assistance. Following UNDCP legal advice, all central Asian States have become parties to the three United Nations drug control conventions. Development of legal and institutional frameworks are under way and interministerial coordinating bodies are operational in each State. In central Asia, UNDCP implemented four national multisectoral projects. In Uzbekistan, UNDCP provided support for development of drug-control structures and mechanisms. In Kyrgyzstan, assistance was provided to the State Committee on Drug Control for the establishment of a national drug intelligence unit, a national mechanism to control drugs and precursors, as well as for the improvement of a national forensic laboratory and other drug law enforcement infrastructure. In Turkmenistan and Kazakhstan, similar projects aimed at institution-building and improvement of control measures provided support to the ongoing law enforcement efforts in the country against the illicit drug traffic. A regional workshop was held in Bishkek, Kyrgyzstan, in 1996 to strengthen cooperation in drug enforcement between the States of south-west Asia, Turkey and central Asian States, within the framework of the ongoing project for institution-building and improvement of control measures in Kyrgyzstan. That event offered an opportunity for law enforcement specialists from the five central Asian States, the Islamic Republic of Iran, Pakistan, Turkey and Russian Federation, seven drug liaison officers from donor States stationed in

Pakistan and Turkey, as well as representatives of international organizations stationed in India and Pakistan to gain awareness of the broader regional drug situation, share experiences and concerns, and create a network of professionals. Another workshop was held in 1997 to assist all five central Asian States in the formulation of master plans.

C. Objectives and strategies

96. UNDCP has identified the following four objectives for the region: to reduce illicit opium cultivation in Afghanistan; to establish a security belt around Afghanistan to curb drug trafficking; to meet the specific drug-control needs of the central Asian States; and to eliminate opium poppy from the Dir district in Pakistan.

97. *Objective: to substantially reduce illicit opium cultivation in Afghanistan and to address the problems of drug abuse.* UNDCP has developed a drug-control strategy for the country aimed at providing direct support to local communities affected by drug problems, and to that end, engaging the recipients in the planning and implementation of interventions. An integrated programme of assistance has been prepared comprising the following four modules: capacity-building; drug-control monitoring; poppy crop reduction; and demand reduction. The programme will target selected and limited areas in order to achieve maximum impact; support the development, within the administrations of the central authorities at Kabul and the provincial authorities in four key provinces in Afghanistan, of the capacity to carry out planning, implementation, coordination, monitoring and evaluation of drug-control activities; establish a system for the collection, analysis and dissemination of information for the benefit of all agencies working in drug-affected areas of the country; facilitate a sustainable reduction in the cultivation of opium poppy in the target area and develop a methodology for achieving that aim through sustainable rural development activities; and support the establishment of capabilities for the treatment, rehabilitation and social reintegration of drug abusers in Afghan communities within the target area.

98. Under its policy of conditionality, UNDCP will provide assistance only if a ban on opium poppy cultivation has been declared at district level and if the concerned authorities at provincial, district and village levels have committed themselves to enforce such a ban. While the policy of conditionality will be applied under the project module for reduction of the poppy crop, it is not applicable to other modules. It is an important part of UNDCP strategy to actively involve other agencies in UNDCP drug-control efforts in Afghanistan by promoting the channelling of their assistance to opium-growing areas and the incorporation of drug components into relevant projects of those agencies. Such collaboration is crucial for making substantial progress in drug-control efforts. UNDCP intends to provide assistance in drug law enforcement once the basic elements of law enforcement come into existence and action against processing and trafficking of illicit drugs is taken by the Afghan authorities.

99. *Objective: to build up a coordinated drug law enforcement programme aimed at improved interdiction of drugs coming from Afghanistan.* The achievement of the objective will imply development of a larger programme embodying a more comprehensive approach to strengthen capacities to increase seizures and more effectively dismantle drug-trafficking organizations. After leaving Afghanistan, drug-trafficking routes rapidly branch and spread. The strategy will be to undertake control measures at a subregional level among States members of the Economic Cooperation Organization, namely Islamic Republic of Iran, Pakistan, Tajikistan, Turkmenistan and Uzbekistan, which have a 5,000-kilometre common border with Afghanistan. At the same time, the door would remain open for the authorities of Afghanistan to contribute to the effort to the extent possible. In that context, there is a need to build up a comprehensive programme for drug law enforcement on the basis of previous initiatives. Strategically, the programme will establish a link between the subregional drug-control cooperation programmes in central Asia (memorandum of understanding signed in May 1996) and south-west Asia (memorandum of understanding signed in April 1994), as well as cooperation in drug-control matters with the Economic Cooperation Organization (memorandum of understanding signed in March 1995)

and country-level programmes in Afghanistan and Turkey. For the elaboration of the programme, political and technical support will be sought from policy makers of countries to be covered by it, as well as from international organizations such as the International Criminal Police Organization (Interpol) and WCO. The programme for drug law enforcement will be formulated for a four-year period. At the end of the biennium, progress will have been made with regard to subregional and regional cooperation to counter drug trafficking. The aim is to create a security belt around Afghanistan to sever drug-trafficking routes into surrounding countries.

100. *Objective: to assist the Governments in central Asia in providing a more effective response to the escalating drug threat in the subregion by launching, at the subregional level, effective and jointly coordinated countermeasures against the spread of illicit drug activities in the region.* The strategy to achieve this objective is to launch, at the subregional level, jointly coordinated countermeasures against the spread of illicit drug activities in central Asia (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan). The four modules contained in the subregional drug-control cooperation programme each focuses on a number of issues. In module one, covering institution-building, law and policy planning, the programme will focus on: improvement of coordination mechanisms; adoption of adequate legislation; promotion of the memorandum of understanding; reinforcement of drug-control coordinating bodies; collaboration of law enforcement agencies in the subregion; support for the involvement of the community and local bodies; adoption of a balanced approach to drug control; adoption and implementation of the master-plan concept; evaluation of the impact of drug-control policies, strategies, plans and programmes; study of the economic and social consequences of drug-related problems; and improvement of data collection and electronic data-processing techniques and electronic linkage with other national authorities as well as international entities, such as UNDCP and the Board.

101. For module two, covering supply reduction, the main focus areas are: adoption of a balanced and integrated approach to drug control; development activities aimed at structural factors; coordinated subregional efforts based on similar legislation; crop replacement efforts including promotion of sustainable agriculture; reliable data for measuring opium poppy cultivation; political support by Governments; capacity-building and human resources development; and collection of information on experiences in alternative development. The focus for module three, covering law enforcement, will be on: establishment of national drug intelligence units; regular interregional operational meetings between central Asian law enforcement staff; establishment of well-structured training academies in drug law enforcement; and focusing on urgent measures at Dushanbe, Tajikistan, Osh, Kyrgyzstan, and Termez, Uzbekistan, and in the Chu Valley. Finally, for module four, covering demand reduction, the following areas will be of main interest: establishment of a subregional coordination mechanism at policy and operational levels; harmonization of legislation; promotion of information exchange at the subregional level; assessment of illicit demand and sharing of experience in prevention and treatment; joint training activities; and harmonization of licit control of narcotic drugs, psychotropic substances and precursors. In addition to the four above-mentioned modules, a fifth module, covering precursor control in the central Asian States, was approved at the annual ministerial meeting, held at Almaty, Kazakhstan, on 11 and 12 September 1997.

102. At the end of the biennium, it is expected that the five central Asian States will have established harmonized and compatible responses on drug-control policies. Further, an illicit crop survey in the area will have been undertaken and a research base for development of an environmentally safe and effective biological control agent for opium poppy will have been established. A cross-border mechanism for drug law enforcement is expected to be in place between Kyrgyzstan, Tajikistan and Uzbekistan, and effective results against drug trafficking from Afghanistan will have been achieved. Demand reduction standards related to epidemiological studies will have been set, and harmonization of statistical systems will have been undertaken. In addition, it is expected that the diversion of precursors and essential chemicals from manufacture and domestic distribution and international trade will have been reduced. Finally, experience in community-based participation against drug traffic and production will have been gained.

103. *Objective: to contribute to the elimination of poppy cultivation in the Dir district in Pakistan in support of the Government's phased programme of enforced poppy eradication, applying to the project an alternative development approach involving community participation.* By the end of the project period, it is expected that there will be no more opium production in the Dir district.

D. Summary of activities for the biennium 1998-1999 and thematic focus

1. Afghanistan

104. The main activities during the biennium 1998-1999 in Afghanistan include the provision of support to the development of a drug-control unit within the administrations of the central authorities at Kabul and the provincial authorities in four key provinces in Afghanistan to carry out planning, implementation, coordination, monitoring and evaluation of drug-control activities; close collaboration with other aid agencies for coordination and with a view to channelling assistance to opium-growing areas and incorporation of drug components into relevant projects of those agencies; an annual survey of the extent of opium poppy cultivation, assessment studies and surveys of socio-economic and sociocultural conditions, and a rapid assessment study of the prevalence of drug abuse along with an assessment of the current capacities for demand reduction within the target area; establishment of 12 community treatment and intervention teams; mobilization of communities in the area of demand reduction; and implementation of two provincial drug-control action plans aimed at rural community development in opium-growing areas.

2. Security belt around Afghanistan

105. To achieve the objective of interdicting drugs coming from Afghanistan, a number of activities at the national, subregional and regional level will take place. At the national level, controls at key road border crossings in Tajikistan, Turkmenistan and Uzbekistan as well as airport interdiction capacities at Karachi, Pakistan, Bishkek, Kyrgyzstan, and Ashghabad, Turkmenistan will be strengthened. Harmonized systems for criminal investigations and the gathering and analyses of intelligence will be promoted. At the subregional level, mechanisms for controlled delivery operations and sharing intelligence will be set up, and coordination of control measures on the Khorog-Osh road (Tajikistan, Kyrgyzstan and Uzbekistan) ensured. Action to extend coordinated control measures to the borders of the Islamic Republic of Iran and Pakistan with Afghanistan will be undertaken. Finally, at the regional level, joint training in investigation techniques (profiling, search methods, controlled deliveries etc.) will be organized, and a framework for periodic consultations on operational issues (trends, concealment methods etc.) will be set up.

3. Central Asia

106. For central Asia, in the context of module one, concerning the legal and institutional framework, harmonization of drug control legislation will be promoted and a core cadre of administrators trained in the implementation of newly established anti-drug legislation. A master plan approach will be adopted and implemented, and mechanisms for the implementation of memoranda of understanding will be promoted. Activities in the context of module two, subregional programme for supply reduction, will include mapping and monitoring of the extent of illicit cultivation in Kazakhstan, Kyrgystan and Tajikistan. That will be done through a harmonized methodology for collection of data on illicit cultivation and a subregional methodology for continuous monitoring of crops. The outcome will be a detailed and comprehensive mapping of the current cultivation and growth of illicit opium poppy, cannabis and ephedra in the three countries. Additionally, an environmentally safe and reliable biocontrol agent for the eradication of illicit opium poppy in Kazakhstan, Kyrgyzstan and Uzbekistan will be developed. The objective for module three, a subregional programme component for law enforcement, is to strengthen law enforcement capacities and cross-border cooperation between Kazakhstan, Kyrgyzstan and Uzbekistan. In order to do so, procedures and mechanisms for practical

cross-border cooperation in law enforcement will be determined, and periodic operational meetings between heads of drug law enforcement serving at provincial level will be held in order to share intelligence and build up cases for operational investigation. Furthermore, cross-border telecommunications systems will be set up, enforcement equipment provided and specialized training courses carried out. To prevent and reduce drug abuse, in the context of module four of the central Asian part of the programme, activities such as the following will be undertaken: United Nations inter-agency training of mass-media practitioners in central Asia; support for the assessment of the extent of drug abuse; establishment of outreach treatment programmes; development of school-based anti-drug education programmes; and establishment of a social reintegration programme for drug abusers. The activities in the context of the fifth module on precursor control will include the establishment of a legislative basis for precursor control, the setting-up of effective control measures and administrative mechanisms to thwart diversion of scheduled substances, and increased cooperation among participating countries with UNDCP and the Board.

4. Pakistan

107. The project for the Dir district comprises six core activities: a coordinated approach to modifying and improving existing agricultural, livestock and agroforestry practices; the phased introduction of direct contact with members of existing traditional community and interest groups in order to involve villagers in the identification, planning and implementation of activities; the establishment of direct links between the project and the people through male and female social organizers; human resources development through training in vocational skills; the improvement of social services; and the improvement of roads and electricity supplies. Those activities will continue in the phase of the project to be implemented during 1998-1999.

E. Implementation and coordination arrangements

108. The activities in Afghanistan are executed by UNDCP with UNOPS as associated agency and with other agencies, national and international, including non-governmental organizations as implementing partners. A coordinating mechanism will be established for collaboration with other agencies and donors.

109. For the activities in the countries around Afghanistan, a programme steering committee consisting of senior officials from relevant countries and UNDCP will be responsible for the overall implementation and development of the subregional drug law enforcement programme. A programme management unit will be set up to ensure timely implementation. UNOPS will work as co-executing agency. Implementation will be monitored in close relation with the programme activities for Afghanistan.

110. In central Asia, a steering committee consisting of senior officials from the memorandum of understanding signatory countries and a UNDCP representative is responsible for the overall implementation and development of the subregional drug control cooperation programme. Each module or project is executed by UNDCP or UNOPS in close relation with the Government involved. Strengthening of drug-control measures in each central Asian State and their concerted action at the subregional level will also be an integral part of the common strategy to stem drug trafficking from Afghanistan.

111. The project in the Dir district is executed by the Government of Pakistan and implemented by the Government of the North-west Frontier Province. Coordination of alternative development efforts in the North-west Frontier Province is handled by the Special Development Unit of the Department of Planning, Environment and Development, North-west Frontier Province, which is supported by UNDCP. The proposed budgetary allocation for the programme for west and central Asia for the bienniums 1996-1997 and 1998-1999 is presented in table 6.

Table 6. West and Central Asia: sector, execution modality and location by source of funding, 1996-1997 and 1998-1999

(Thousands of United States dollars)

	1996-1997 expenditure			Changes				1998-1999 estimates		
				Volume		Cost				
Item	*General-purpose*	*Special-purpose*	*Total*	*Change*	*Per-centage*	*Change*	*Per-centage*	*General-purpose*	*Special-purpose*	*Total*
Sector										
Prevention and reduction of drug abuse	870.2	143.4	1 013.6	(178.4)	(17.6)	64.8	6.3	189.5	710.5	900.0
Elimination of illicit crops	603.8	5 871.1	6 474.9	5 730.4	88.5	994.8	15.3	1 238.6	11 961.5	13 200.1
Suppression of illicit drug trafficking	25.5	1 606.4	1 631.9	4 477.3	274.4	512.3	31.3	135.1	6 486.4	6 621.5
Intersectoral	53.1	1 947.4	2 000.5	1 235.9	61.8	263.9	13.1	1 418.5	2 081.8	3 500.3
Total	1 552.6	9 568.3	11 120.9	11 265.2	101.3	1 835.8	16.5	2 981.7	21 240.2	24 221.9
Execution modality										
UNDCP	97.9	2 374.0	2 471.9	4 514.0	182.6	580.3	23.4	135.1	7 431.1	7 566.2
Agencies	1 414.9	6 476.7	7 891.6	3 308.0	41.9	934.0	11.8	512.4	11 621.2	12 133.6
National	39.8	717.6	757.4	3 443.2	454.6	321.5	42.4	2 334.2	2 187.9	4 522.1
Total	1 552.6	9 568.3	11 120.9	11 265.2	101.3	1 835.8	16.5	2 981.7	21 240.2	24 221.9
Location										
Country level	1 512.8	8 388.0	9 900.8	10 791.2	109.0	1 696.2	17.1	2 981.7	19 406.5	22 388.2
Headquarters	39.8	1 180.3	1 220.1	474.0	38.8	139.6	11.4	--	1 833.7	1 833.7
Total	1 552.6	9 568.3	11 120.9	11 265.2	101.3	1 835.8	16.5	2 981.7	21 240.2	24 221.9

VII. SOUTH ASIA

A. Description of the drug-control situation

112. South Asia, comprising Bangladesh, Bhutan, India, Maldives, Nepal and Sri Lanka, is situated between the two largest illicit-opium-producing subregions in the world, namely the Golden Crescent and the Golden Triangle, and is consequently used as a transit area for illicit opiates. South Asia also has significant illicit production of drugs and psychotropic substances, such as opium, heroin (primarily leakage from the licit opium production) and methaqualone produced in India. Indian heroin is partly consumed within the subregion and central Asia partly smuggled to the West, whereas methaqualone is primarily sent to Africa. Moreover, India has large-scale licit production of psychotropic substances which are exported, licitly and illicitly, to other countries of the subregion, where the substances are widely abused. India also produces large quantities of precursors, such as acetic anhydride, significant amounts of which are smuggled to Afghanistan, Pakistan and Myanmar for use in the clandestine manufacture of morphine and heroin. Cannabis is cultivated in most of the subregion and consumed locally and smuggled to the West. There is a need for the States in the subregion to upgrade their national legislation to provide the legal basis for tackling the drug-related problems, including money-laundering.

113. Heroin, opium and cannabis and pharmaceutical products (with psychotropic content) are widely abused in South Asia.

B. Lessons learned and major achievements during the biennium 1996-1997

114. In August 1995, UNDCP signed a memorandum of understanding with the South Asian Association for Regional Cooperation (SAARC). UNDCP programmes in recent bienniums have been aimed at increasing the national capacity of the countries in the subregion in the reduction of the supply of and the demand for drugs and in drug law enforcement. Given the nature of the drug-control problem in the region, particularly the significant drug trafficking between countries of the region - as well as through the region - and the untapped potential for cooperation in demand reduction, the need for a subregional approach was identified. Following a subregional policy-level UNDCP/SAARC workshop held in May 1996, UNDCP, in collaboration with the secretariat of SAARC, is developing a subregional drug-control strategy and programme in law enforcement and demand reduction. The draft plan is expected to be completed in early 1998.

C. Objectives and strategies

115. *Objective: to address drug problems with a subregional dimension and to enhance subregional collaboration to tackle them.* Specific target areas include cross-border trafficking of narcotic drugs, psychotropic substances and precursors; money-laundering; legislation; and reduction of drug demand. The strategy includes establishment and strengthening of subregional cooperation mechanisms, promoting effective collaboration, and enhancing national capacities to contribute to subregional drug-control cooperation. Specific areas of collaboration include strengthening of a subregional mechanism for collection, analysis and dissemination of information regarding production and trafficking of narcotic drugs, psychotropic substances and precursors; cross-order collaboration between two or more States in drug law enforcement, including exchange of information on modi operandi and models for counteraction; harmonization of drug-control legislation; and networking and exchange of information on models and best practices in the reduction of drug demand. The subregion will benefit from assistance provided under the global programme on money-laundering. It is part of the strategy to facilitate seminars and workshops, conduct training at national and subregional levels, and provide expert advice in this field.

D. Summary of activities for the biennium 1998-1999 and thematic focus

116. The main programme activities during the biennium 1998-1999 comprise the establishment of subregional cooperation mechanisms aimed at trafficking of narcotic drugs, psychotropic substances and precursors; strengthening of the SAARC Drug Offences Monitoring Desk for its role in efforts against drug trafficking; review of the situation with regard to drug-related legislation in the subregion, identification of weaknesses of importance for subregional collaboration and initiation of remedial action; strengthening of national and subregional mechanisms for precursor control; establishment of subregional cooperation mechanisms for the reduction of drug demand; identification of model projects; and establishment of a subregional system for monitoring drug abuse.

E. Implementation and coordination arrangements

117. The programme will be executed by UNDCP with UNOPS as associated agency and other agencies as implementing partners. A monitoring and coordinating mechanism will be established with representation from the participating countries and UNDCP. The proposed budgetary allocation for the programme for south Asia for the bienniums 1996-1997 and 1998-1999 is presented in table 7.

VIII. EAST ASIA AND THE PACIFIC

A. Description of the drug-control situation

118. The economies of many countries in the region of East Asia and the Pacific over the past decade have experienced rapid growth resulting in considerable social dislocation and disruption. Other countries in the region are less fortunate, ranking among the poorest and least developed in the world, with insufficient human and financial resources and inadequate administrative and legal systems. Socio-economic changes, trade liberalization, the opening up of borders as well as large investments in communication infrastructures have not only fostered economic progress in the region, but have also established the infrastructural, monetary and social platform for illicit drug production and trafficking, and created markets for drugs among new vulnerable population groups as well as opportunities for money-laundering. Those developments, combined with the increase in heroin trafficking along new and ever-changing routes, have led to further escalation and regionalization of the drug problem. Currently, there is increasing concern over rapidly growing abuse of psychotropic and volatile substances, not only among the disadvantaged groups of society, but also within new groups, in particular among youth. Those developments are today clearly visible in most parts of the region. However, reliable and comparable data on the extent of the problem of drug abuse in the different countries are lacking. The region continues to rank as one of the two main suppliers of opium and heroin to the world market. In 1996, the world illicit production of opium gum was estimated by UNDCP to be 5,000 tonnes, of which 2,000-2,500 tonnes were produced in east Asia. Increased trafficking in methamphetamine and licitly manufactured benzodiazepines is also reported.

119. Drug-control problems faced by the countries in the region are similar, as many ethnic groups on either side of the borders share common cultures and languages. Although in the past there have been political differences between those countries, cooperation on drug-control issues has recently taken a firmer shape in light of the seriousness of the common threat to the stability of the region posed by illicit drugs and as a result of the improvements in political relations between countries and the efforts of UNDCP.

Table 7. South Asia: sector, execution modality and location by source of funding, 1996-1997 and 1998-1999
(Thousands of United States dollars)

Item	*1996-1997 expenditure*			*Changes*				*1998-1999 estimates*		
				Volume		*Cost*				
	General-purpose	*Special-purpose*	*Total*	*Change*	*Per-centage*	*Change*	*Per-centage*	*General-purpose*	*Special-purpose*	*Total*
Sector										
Prevention and reduction of drug abuse	272.0	1 285.7	1 557.7	283.7	18.2	149.9	9.6	358.6	1 632.7	1 991.3
Elimination of illicit crops	::	::	::	::	::	::	::	::	::	::
Suppression of illicit drug trafficking	193.9	410.2	604.1	1 206.5	199.7	150.9	24.9	901.1	1 060.4	1 961.5
Intersectoral	20.0	148.5	168.5	(168.5)	(100.0)	::	::	::	::	::
Total	485.9	1 844.4	2 330.3	1 321.7	56.7	300.8	12.9	1 259.7	2 693.1	3 952.8
Execution modality										
UNDCP	187.6	245.8	433.4	508.1	117.2	79.7	18.3	808.9	212.3	1 021.2
Agencies	284.3	1 593.1	1 877.4	833.1	44.4	221.1	11.7	450.8	2 480.8	2 931.6
National	14.0	5.5	19.5	(19.5)	(100.0)	::	::	::	::	::
Total	485.9	1 844.4	2 330.3	1 321.7	56.7	300.8	12.9	1 259.7	2 693.1	3 952.8
Location										
Country level	455.3	1 602.5	2 057.8	1 594.2	77.5	300.8	14.6	1 259.7	2 693.1	3 952.8
Headquarters	30.6	241.9	272.5	(272.5)	(100.0)	::	::	::	::	::
Total	485.9	1 844.4	2 330.3	1 321.7	56.7	300.8	12.9	1 259.7	2 693.1	3 952.8

B. Lessons learned and major achievements during the biennium 1996-1997

120. During the biennium 1996-1997, the subregional approach was expanded and developed with the launching of new subregional projects in various sectors. Suppression of illicit drug trafficking focused on strengthening the capacities of law enforcement agencies and laboratories by providing equipment and training and encouraging the exchange of information. Special attention was given to strengthening border controls in the area of the Golden Triangle. Cross-border project activities have already resulted in increased communication and information exchange. Many of the ongoing national projects were successfully completed and new country programmes were designed which took into account their complementarity with the ongoing subregional programme. Experience has demonstrated, however, that a subregional strategy cannot function unless specific weaknesses at the national level are also addressed, as inter-country and country-specific programmes should reinforce each other. A sizeable number of Governments in the region benefited from assistance in elaborating drug-control legislation that included precursor control and money-laundering. While that led directly to the drafting and passing of legislation in four countries in the region, the need to sustain UNDCP assistance in the field is clear.

121. Assistance programmes in the area of alternative development ended in Thailand as planned. The project for integrated rural development in the Mong Yang Township, Eastern Shan State, Myanmar, was completed successfully after a six-month extension. As a result of the project, all the target areas, with a population of approximately 2,600 persons, who were heavily dependent on opium-growing for their livelihood, were declared opium-free. At the start of project activities, 150 hectares were sown with opium. The project extension was used to expand the programme to six additional villages in the area and to make preparatory arrangements for the first phase of the Wa project. That $15.5 million alternative development project in the southern Wa region was approved by UNDCP in February 1997 and was signed by the Governments of China and Myanmar and UNDCP in July 1997 during the ministerial meeting under the memorandum of understanding. UNDCP has initiated action to start the implementation of the project. So far $3.3 million have been made available which covers only the first year of the five-year project. In order to proceed with this challenging project at full scale and to ensure smooth and successful implementation, donor support to cover the remaining balance of $12 million is needed.

122. With regard to the reduction of demand for drugs, emphasis was placed on capacity-building activities aimed at governmental as well as non-governmental organizations. Those activities focused in particular on areas such as community-based approaches, injecting drug use, social reintegration and data collection. In addition, a considerable number of rapid assessment studies of the prevalence of drug abuse were carried out, and led to a better understanding of the nature and trends of drug abuse in the region.

C. Objectives and strategies

123. *Objectives: (a) to further promote subregional cooperation through implementation of the Subregional Plan of Action; (b) to provide country-specific as well as inter-country assistance to develop drug-control legislation, institutional capacity and culturally adapted demand reduction programmes, including preventive measures against emerging problems in the Pacific; and (c) to promote inter-agency and intergovernmental coordination and cooperation with United Nations and other international agencies, regional bodies and non-governmental organizations, in order to address and incorporate drug-control issues into their programmes.* The three objectives were established in the light of past experience.

124. UNDCP will continue to promote subregional cooperation, to strengthen drug control capacities, both of government and non-government institutions, and to assist countries through a number of national projects aimed at ensuring, where necessary, adequate drug-control legislation, institutional capacity-building and culturally adapted demand reduction programmes. For those countries in the region of east Asia and the Pacific

which are experiencing drug-abuse problems but which are not signatories of the memorandum of understanding, UNDCP aims at supporting and providing technical assistance, as appropriate, through regional bodies such as the Association of South-East Asian Nations (ASEAN), the Economic and Social Commission for Asia and the Pacific (ESCAP), the South Pacific Forum and the Colombo Plan, and to encourage those organizations to include the drug-control issue in their activities. In the Pacific, the emerging problems of trafficking and money-laundering will also be tackled through regional bodies and by providing legal assistance and expert advice, where necessary, from the various technical sections within UNDCP.

125. At the end of the biennium, it is envisaged that in the key States parties to the memorandum of understanding, and in which national and subregional drug-control efforts are pursued, effective drug-control coordination and legislation will have taken hold, illicit opium poppy cultivation in Lao People's Democratic Republic, Myanmar and Viet Nam will be noticeably reduced, effective control measures against trafficking will be in place and prevention and reduction of drug abuse will have received more vigorous efforts by the national authorities and civil societies alike. It is further anticipated that drug-control agencies will be better equipped, more effective and coordinated, and that cooperation at the subregional level between key drug-control institutions will have improved. Operational information will be exchanged more easily and on a regular basis. Consequently, those measures will result in more arrests and increased seizures of illicit drugs and precursor chemicals. Model treatment and rehabilitation methodologies will have been replicated and resulted in culturally appropriate drug-abuse prevention campaigns being in effect in all of the States parties to the memorandum of understanding. Countries in the region will be better placed to effectively manage and coordinate their drug-control activities, both in the public sector as well as with non-State actors and institutions.

D. Summary of activities for the biennium 1998-1999 and thematic focus

126. Building on previous activities, the programme will continue to support and encourage training and the exchange of information between law enforcement agencies and, with the inclusion of all the States parties to the memorandum of understanding, will expand those activities to cover the entire subregion. Particular attention will be given to promoting subregional cooperation and coordination between judges, prosecutors, investigators and drug enforcement officers. In the Pacific, UNDCP will address the emerging threat of drug trafficking and money-laundering through regional projects and technical assistance within the framework of the UNDCP global programme on money-laundering.

127. In the prevention and reduction of drug abuse, the objective of UNDCP has been to reduce drug abuse among ethnic minorities in border areas using a community-based approach, with the involvement of ESCAP and national non-governmental organizations. This approach has now been evaluated and deemed successful, and will be replicated and expanded to include all the States parties to the memorandum of understanding during the next biennium. UNDCP, in collaboration with regional institutions, will continue to provide programmes for the training of trainers on addiction and rehabilitation covering east Asia and the Pacific, as well as countries in south and south-west Asia. In Myanmar and Viet Nam, because of mounting heroin and stimulant abuse, the focus will be on community and school-based preventive activities, targeting ethnic minorities and high-risk groups. In all UNDCP activities in the field of demand reduction, priority will be given to strengthening key drug-control institutions.

128. Methodologies for the collection of data on drug abuse in east Asia and the Pacific are incompatible and limited. Although UNDCP has already assisted Lao People's Democratic Republic, Myanmar and Viet Nam in assessing the drug-abuse situation at the national level, coordinated and uniform data collection systems have not been established. In the coming biennium, UNDCP will attempt to address this weakness through a subregional project aimed at strengthening and coordinating key institutions, in order to improve data collection systems in the States parties to the memorandum of understanding.

129. Traditionally, UNDCP addressed the elimination of illicit crops through projects that offered alternative sources of income to replace opium. Pilot projects have been implemented successfully in the Lao People's Democratic Republic, Myanmar and Viet Nam, and have proven that alternative development is a valid approach and worthy of replication by other governments and development agencies. In the coming years, UNDCP will focus on strengthening its role as advocate, technical partner, coordinator and partial source of funding, placing emphasis on the monitoring of illicit cultivation and increasing community commitment. Utilizing the vast experience that has been accumulated in the area of alternative development, UNDCP will aim at establishing a mechanism to share the experience and the lessons learned. In Myanmar, a five-year income substitution programme for local communities will become operational and alternative development activities will continue in local communities in opium-producing provinces of the Lao People's Democratic Republic and in the Nghe An province in Viet Nam. At the end of the biennium, it is envisaged that in the project target areas, illicit opium poppy cultivation will have been noticeably reduced and data on opium production levels will have been established and accepted by the Governments.

130. Previously, intersectoral projects aimed at formulating coordinated national programmes and strengthening drug control institutions. Although in the Lao People's Democratic Republic and Viet Nam, assistance in the formulation and implementation of comprehensive drug-control programmes has been provided, in most of the countries in East Asia and the Pacific, drug-control institutions still continue to lack the capacity to formulate and implement a drug-control programme. Intersectoral projects will continue to support the development of coordinated drug-control programmes, to concentrate on strengthening the institutional capacities of key drug-control institutions and to establish monitoring capabilities.

E. Implementation and coordination arrangements

131. Many of the activities will be implemented by involving other United Nations agencies, utilizing their expertise and capacities: UNOPS as associated agency for, *inter alia,* alternative development projects; ILO for training in addiction rehabilitation; and ESCAP for community-based projects for the reduction of demand. Some activities, such as subregional law enforcement projects for which national execution is not an option and UNDCP is considered to be the only agency with the required expertise, will be executed by UNDCP. Execution by non-governmental organizations will be encouraged where a grass-roots approach is called for, particularly in the prevention and reduction of drug abuse. National execution will be pursued, taking into consideration cost-effectiveness and national capacities and, above all, to ensure sustainability. Multisectoral projects that include a component of drug-control legislation, as well as subregional law enforcement projects with legal training elements, will be closely linked to the UNDCP global legal advisory programme under which legal advisory services and legal training are provided. UNDCP will involve other United Nations agencies in the implementation of several projects at both the subregional and national levels (for example, in the demand-reduction sector, cost-sharing with UNDP and ESCAP of subregional and regional projects, and involvement of the Joint Co-sponsored United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (HIV/AIDS) (UNAIDS) in Viet Nam). In the area of alternative development, in the Lao People's Democratic Republic and Viet Nam, a number of United Nations agencies will be participating in project implementation. Project activities are monitored, guided and evaluated by UNDCP. The proposed budgetary allocation for the programme for east Asia and the Pacific for the bienniums 1996-1997 and 1998-1999 is presented in table 8.

Table 8. East Asia and the Pacific: sector, execution modality and location by source of funding, 1996-1997 and 1998-1999

(Thousands of United States dollars)

Item	1996-1997 expenditure			Changes				1998-1999 estimates		
				Volume		Cost				
	General-purpose	Special-purpose	Total	Change	Per-centage	Change	Per-centage	General-purpose	Special-purpose	Total
Sector										
Prevention and reduction of drug abuse	464.5	739.5	1 204.0	2 092.5	173.8	203.6	16.9	16.0	3 484.1	3 500.1
Elimination of illicit crops	1 087.2	3 264.6	4 351.8	1 293.1	29.7	355.1	8.1	--	6 000.0	6 000.0
Suppression of illicit drug trafficking	377.6	3 503.4	3 881.0	1 747.6	45.0	371.6	9.5	1 263.0	4 737.2	6 000.2
Intersectoral	1 039.8	760.3	1 800.1	(385.5)	(21.4)	86.3	4.7	--	1 500.9	1 500.9
Total	2 969.1	8 267.8	11 236.9	4 747.7	42.3	1 016.6	9.0	1 279.0	15 722.2	17 001.2
Execution modality										
UNDCP	1 143.5	2 428.7	3 572.2	654.8	18.3	262.9	7.3	891.1	3 598.8	4 489.9
Agencies	1 793.8	5 623.4	7 417.2	3 978.5	53.6	730.9	9.8	387.9	11 738.7	12 126.6
National	31.8	215.7	247.5	114.4	46.2	22.8	9.2	--	384.7	384.7
Total	2 969.1	8 267.8	11 236.9	4 747.7	42.3	1 016.6	9.0	1 279.0	15 722.2	17 001.2
Location										
Country level	2 615.7	8 212.7	10 828.4	5 156.2	47.6	1 016.6	9.3	1 279.0	15 722.2	17 001.2
Headquarters	353.4	55.1	408.5	(408.5)	(100.0)	--	--	--	--	--
Total	2 969.1	8 267.8	11 236.9	4 747.7	42.3	1 016.6	9.0	1 279.0	15 722.2	17 001.2

IX. LATIN AMERICA AND THE CARIBBEAN

A. Description of the drug-control situation

132. With an annual worldwide turnover conservatively estimated at $100 billion, the illicit production and traffic of drugs originating in Latin America and the Caribbean has a major impact on the world drug problem. Virtually the entire world cocaine output, or 850 tonnes per year, is produced within and adjacent to the borders of Bolivia, Colombia and Peru. Some 200,000 hectares of coca are under active cultivation in those countries, of which about half is in Peru. The figure is higher when currently unharvested coca fields in Peru are taken into account. Most coca is refined into cocaine, although in Bolivia and Peru a small portion of coca is used for traditional purposes unrelated to cocaine. Colombia accounts for about 60 to 65 per cent of cocaine production, while Bolivia and Peru share the balance. Despite major drug law enforcement efforts, the trend is towards increased production of cocaine in Bolivia and Peru. The bulk of cocaine is destined for markets outside the region and most is smuggled in legitimate trade. The growth of production in Bolivia and Peru will increase the importance of Brazil and other countries of the Southern Cone as key transit points for shipments outside the region, especially to Europe. Mexico, Venezuela, Central America and the Caribbean will remain crucial transit areas for bulk shipments of cocaine destined for North America, Europe and other parts of the world. There are no natural impediments to coca cultivation expanding significantly in Bolivia, Colombia and Peru, and spreading to Ecuador, Guyana, Panama and Venezuela.

133. Colombia and Mexico account for a yearly production of about 12 tonnes of heroin, most of which goes to North America. Although small in global terms, Latin American heroin production is a major concern because of the global potential for growth of high-purity heroin (also smokable) produced in Colombia. Heroin is more lucrative than cocaine, and organized crime know-how acquired in the cocaine business on trafficking routes and logistics, corruption and intimidation practices, retail distribution, securing chemicals for refinement and laundering illicit proceeds can easily be applied to the heroin trade. There are no natural impediments to opium poppy cultivation, and heroin production is increasing in Colombia and Mexico, resuming in Guatemala, and spreading to Ecuador, Peru and Venezuela. With production of about 8,000 tonnes, several countries including Brazil, Colombia, Jamaica, Mexico and Paraguay account for a sizable share of world cannabis output, mostly for regional consumption. Further, the region is subject to clandestine manufacture and diversion from legitimate channels of psychotropic substances, mainly stimulants, and inhalants, which are abused and pose serious dangers to health. The total number of drug addicts in the region, as a proportion of total population, remains small compared to other parts of the world. However, there are steep growth rates of drug abuse in the sprawling urban areas of Bolivia, Brazil, Colombia, Dominican Republic, Jamaica, Mexico and Venezuela. Stimulants, cannabis and inhalants are by far the substances most abused in the region. Cocaine and crack cocaine trail the list of abused substances, but their demand is likely to increase. Heroin use is low, and reported (in statistically significant terms) in Mexico, Panama and recently Brazil. The spread of HIV/AIDS through intravenous drug use is acknowledged as a major health problem in Brazil, and is probably underreported in others.

134. Despite the emerging worldwide phenomenon of synthetic drugs, which are inexpensive and can be produced virtually anywhere at high profit margins, the international illicit markets for plant-based drugs such as cocaine, heroin and cannabis remain strong. Precisely how synthetic drugs will affect demand for plant-based drugs in the longer term will require close monitoring. However, a number of factors are very likely to fuel a continuous strong demand for cocaine and other drugs, including patterns of multiple drug abuse, a net increase in the number of new entrants into drugs, and the ability of traffickers and retailers to adjust to new circumstances and remain price-competitive.

135. To address the drug problem, over $3 billion are spent annually in Latin America and the Caribbean at national, subregional and regional levels. UNDCP is the region's principal multilateral drug-control partner of

the region, with an average yearly expenditure of $20 million (1994-1996), working closely with the Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States (OAS), which delivers an average of $3 million per year (1994-1996). Although often overshadowed by the magnitude of the problem, national and intergovernmental drug-control measures in the region achieve significant successes in uncovering trafficking organizations and jailing their perpetrators; seizing drugs and precursor chemicals; eliminating illicit crops; legislating for tougher prison sentences, control of money-laundering and the forfeiture of assets derived from illicit activities; and implementing programmes of demand reduction. The anti-drug strategy in the hemisphere adopted by CICAD in 1996 urges the region to address the drug problem from a global and multidisciplinary perspective, bearing in mind that it is not only demand, but also profit-seeking criminal organizations, supply considerations, and insufficient education on the dangers of drugs that together constitute the powerful global driving force for the illicit production, traffic and distribution of drugs.

B. Lessons learned and major achievements during the biennium 1996-1997

136. In implementing national, subregional and regional programmes and projects in Latin America and the Caribbean, priorities were placed on: strengthening of national capacities; promotion of subregional and regional cooperation; incorporation of the drug dimension into national policies as well as into work programmes of UNDCP partner organizations; and fostering awareness of the drug problem in civil society.

137. UNDCP provided support to national drug-control commissions and governmental institutions to reinforce their technical and managerial capacities for planning, coordination and training in the field of drug law enforcement, alternative development, demand reduction, drug-control legislation, and judicial cooperation. Subregional and regional intergovernmental cooperation for drug-control activities were promoted through designing and implementation of memoranda of understanding and similar arrangements, as well as strategy coordination and joint planning with CICAD. The drug dimension was incorporated with UNDCP assistance into mainstream national health, education, social welfare, critical poverty and rural development programmes, by elaborating new drug-control partnerships with sectoral ministries, relevant United Nations organizations, international financial institutions, non-governmental organizations, private industry and other partners. UNDCP enhanced awareness of the drug problem in civil society through social mobilization and advocacy activities emphasizing the adverse economic, social and environmental costs and consequences of the illicit drug industry.

138. As a result of the integrated programming approach recently adopted by UNDCP, a growing number of drug-control operational activities are now being designed and implemented in the context of memoranda of understanding on subregional drug control cooperation (Southern Cone, 1994, and Mexico and Central America, 1996), and the Plan of Action for Drug Control Coordination and Cooperation in the Caribbean (Barbados Plan of Action), adopted in 1996. Similarly, most UNDCP technical and financial resources for alternative development in the Andean region no longer support a wide range of isolated model projects, but rather aim at strengthening the institutional capacities of national alternative development entities and their programmes. Some essential model programmes are still supported.

139. Demand reduction activities focused on support to central and local government authorities and non-governmental organizations in the design and implementation of preventive education strategies. Emphasis was placed on institutional strengthening for improved policy formulation and delivery of community services, as well as on data collection and analysis of trends in drug abuse. Specifically, operational activities at national, subregional and regional levels addressed: preventive education for high risk groups (school children, street children); prevention for intravenous drug abusers to contain the spread of HIV/AIDS and other sexually transmitted diseases; implementation of common standards for epidemiological monitoring and systems of information on drug abuse; prevention of drug abuse in the workplace; and training for rehabilitation and

integration of former drug addicts into society, involving health and education authorities. UNDCP efforts in demand reduction mobilized local counterpart resources and in some cases substantial cost-sharing.

140. A thematic evaluation of UNDCP alternative development activities to assess the long-term impact of alternative development efforts in terms of reduction of illicit crops was carried out in 1997 by a team of two external consultants. After having assessed the outcome of alternative development activities carried out by UNDCP during the period 1984-1995, the consultants strongly endorsed the UNDCP policy direction in this field. They concluded that alternative development has contributed to a significant reduction in the area cultivated with coca nationally. UNDCP has developed a model approach to alternative development which has proven viable in all zones and produced the most successful outcomes in Peru. Alternative development activities in the Andean region during the biennium 1996-1997 resulted in the elimination of 11,000 hectares of coca bush and the provision of social services and income-generating activities for about 30,000 peasant farmers involved in illicit crop cultivation. Equally important, UNDCP assisted with the institutional development of national entities concerned partially or exclusively with alternative development, such as PLANTE in Colombia, CONTRADROGAS in Peru and SUBDESAL/FONODAL in Bolivia. UNDCP also assessed the viability of future alternative development programmes proposed by Governments, mobilizing technical and financial partners including the Inter-American Development Bank, supervising feasibility and baseline studies and preparing project proposals and related technical papers. The role of the private sector was promoted vigorously in all three countries, and major inroads have already been achieved in Bolivia and Peru.

141. UNDCP operational activities in support of suppression of drug traffic included advisory services to implement drug-control laws in accordance with international treaties, as well as training of judges, magistrates and prosecutors to develop and implement the attendant judicial procedures and regulations, and to assess the feasibility of witness protection schemes. UNDCP provided operational and investigative training, as well as selected equipment, to drug law enforcement agencies such as police, customs and forensic laboratories. Improving the planning and coordinating capacities of national drug-control commissions remained a chief objective. In selected countries, support was provided for the establishment of national investigative units to combat money-laundering, the development and implementation of legally binding mechanisms for the administration and disposal of seized assets and the strengthening of precursor control departments. The region benefited from the UNDCP global pilot project to promote maritime law enforcement and cooperation. Under programmes based on memoranda of understanding, UNDCP co-funded a series of advanced technical workshops at subregional levels for 550 senior law enforcement and judiciary officials on intelligence and investigation techniques, precursor control and synthetic drugs, drug interdiction techniques and money-laundering investigations. Work continued on the development of drug-control legislation under the Regional Centre for Legal Development and Cooperation in Central America, jointly funded and managed by UNDCP, CICAD and the Central American Drug Control Commission (CCP).

142. In the field of coordination of external drug control assistance, UNDCP developed the Caribbean Coordination Mechanism (CCM), which is intended to monitor the implementation of the Barbados Plan of Action. During the biennium 1998-1999, CCM will be in a position to act as a clearing house for regional drug data, to organize periodic technical task-force meetings for design and monitoring of specific priority programmes, and generally to promote a more efficient allocation of internal and external technical assistance resources flowing into the region. UNDCP also continued to provide technical support for further refinement or updating of national drug-control master plans and related national programming tools.

C. Objectives and strategies

143. There are four key problems that UNDCP will address with Governments of Latin America and the Caribbean during the next biennium, namely: institutional, legal and judicial weaknesses exploited by criminal organizations for purposes of illicit drug production and traffic, as well as for laundering illicit proceeds; the

need to replicate viable and sustainable economic options for farmers involved in coca cultivation; insufficient technical capacities to assess the nature and magnitude of growing drug abuse and to plan comprehensive responses; and the need to improve the impact of international drug-control assistance in the region through coordination for joint planning, prioritization and resource mobilization.

144. *Objective: to strengthen national legal systems and develop legal mechanisms across countries to harmonize drug-control laws, as well as investigative and evidence-gathering procedures.* UNDCP will also seek to modernize legislation on asset forfeiture, to help countries to adopt stricter controls of money-laundering and precursor chemicals, and to reduce options for the legitimation of the proceeds of crime in connection with business investments, financial instruments and real estate.

145. *Objective: to have broader government-led alternative development programmes which are clearly grounded in targets for the elimination of coca crops, on the one hand, and in sound and sustainable national rural development programmes, on the other hand.* It is essential to support, at national and international levels, the integration into alternative development of all relevant national and external resources under a multisectoral approach. Such resources include national programmes addressing rural development, critical poverty, infrastructure, health and education, and programmes of international financial institutions and United Nations agencies whose socio-economic development objectives are coterminous with those of alternative development.

146. *Objective: to undertake preventive education directed at youth and high risk groups, including intravenous drug users and street children.* UNDCP will work with Governments and other partners in the planning and monitoring, as well as the catalysing, of national and municipal programmes designed to update school curricula, providing the associated teacher training; to enlist industry and federations of workers for the prevention of drug abuse in the workplace and the family; to strengthen drug abuse detection and referral capacities of organizations working in the informal sector with children in especially difficult circumstances; to support national HIV/AIDS prevention initiatives and to promote healthy lifestyles for youth, using the media, parents, sports personalities and community leaders. Continued support will be provided to the establishment at national level of regionally compatible information systems to better monitor the status of and trends in drug abuse. Equally important will be the provision of policy guidance and technical expertise to national drug-control commissions for the planning and implementation of national programmes of demand reduction. UNDCP will also continue to support selected model programmes in the field of treatment and rehabilitation, transferring best practices developed in other regions, but also encouraging innovative local approaches.

147. Coordination of technical and financial drug-control assistance provided by external donors will remain a pivotal element. Continued emphasis will also be placed on assisting with the upgrading of national drug-control master plans and strengthening of national drug-control commissions and sectoral agencies.

148. UNDCP is party to two memoranda of understanding (for the Southern Cone and for Mexico and Central America) and to the Barbados Plan of Action. During the biennium 1998-1999, there will be close monitoring of progress made under the Caribbean Coordination Mechanism launched by UNDCP in early 1997, in collaboration with CICAD, to assist with the implementation of the 1996 Barbados Plan of Action. UNDCP will also provide advice in connection with the restructuring of the Bolivian Vice-Ministry for Alternative Development.

149. The expected result at the end of the biennium is a net improvement in capacities to identify, investigate and bring leaders of criminal organizations to trial and sentence within the framework of full respect for due process of the law. The requisite advisory services and equipment for criminal justice reform will be delivered mostly under national programmes, whereas the subregional approach will be favoured for the development of modern cross-country intelligence, investigative and evidence-gathering procedures and the related training.

150. Furthermore, it is expected that in Bolivia, Colombia and Peru, national alternative development agencies will be in place capable of coordinating and channelling effectively all relevant national and international resources aimed at creating the conditions for the elimination of coca crops, wherever these are illicit or known to feed the cocaine industry. This needs to be achieved within the framework of national crop reduction legislation. Opium poppy cultivation will remain subject to eradication, and ineligible for alternative development.

151. In the area of prevention and reduction of drug abuse, the expected result is to have all countries acknowledging demand reduction as a key component of national plans to address the drug problem, and to have built greater social awareness and mobilization against drugs as a deterrent for potential new entrants.

D. Summary of activities for the biennium 1998-1999 and thematic focus

152. The thematic focus in the area of prevention and reduction of drug abuse will be the provision of policy guidance and institutional development support for more effective and wider implementation of preventive education strategies. Activities designed to improve and harmonize drug abuse information and systems of analysis will continue during the biennium 1998-1999. Programmes for the development of school curricula will be continued in Bolivia and in Caribbean countries, and will be initiated in Brazil, Peru and central America. Model programmes specifically designed for the development of methodologies and best practices to promote locally funded and culture-specific municipal demand-reduction activities will continue in selected countries of the Caribbean and in Brazil, and will be discontinued in others (Bolivia, Chile and Colombia) where the replication of models has already begun in several cities. Work with national health authorities and street educators to develop replicable models addressing the special needs of high-risk groups such as intravenous drug users (to control HIV/AIDS), street children and sex workers will continue in the Caribbean, Brazil and Ecuador, and will be initiated in Venezuela and Central America. Programmes intended to catalyse drug abuse prevention in the workplace and in families - mobilizing the resources and commitment of the private sector, employers' federations and unions - will be continued in Brazil, Jamaica and Mexico, and will be initiated in Argentina, Colombia and other countries, using successful pilot project experiences acquired by UNDCP in Brazil and elsewhere. Training of health authorities and social workers in treatment and rehabilitation of drug addicts will continue under existing memoranda of understanding, and will be initiated in the Caribbean under the Barbados Plan of Action. On the basis of extensive regional interest, UNDCP will continue sponsoring a pilot project in Colombia addressing treatment and rehabilitation in prisons. Throughout the region, UNDCP will provide advice and seed money to catalyse social mobilization and community action to promote healthy lifestyles among youth, to build resistance to drugs and to prevent participation of youth in the illicit drugs industry. Activities over the next biennium will be designed to be of direct benefit to 2.5 million children and 6,000 teachers, health authorities and social workers in a position to have a positive impact on prevention and treatment of drug abuse and on rehabilitation. Many more people will be reached directly and indirectly on the basis of preventive education in the workplace, integrated demand-reduction activities at community level and social mobilization, either public or sponsored by the private sector. Overall performance indicators include a greater social awareness of the dangers posed by drugs, as measured by surveys on perceived harm of drugs, and a shift toward less civil society permissiveness and tolerance of drugs, as measured by evolving national drug-control legislation and drug-control master plans.

153. Current programmes aimed at strengthening national legal systems, developing legal mechanisms to harmonize drug-control laws across countries, and addressing related training and institutional needs will continue in Bolivia and Ecuador and in Central America and the Caribbean. New activities to upgrade drug-control legislation in accordance with the international treaties and CICAD model legislation will be launched in Venezuela. During the biennium 1998-1999, specialized training courses will be implemented, under subregional memoranda of understanding and the Barbados Plan of Action, on judicial reform and related investigative and evidence-gathering procedures, for 1,200 attorneys-general, investigators, judges, prosecutors

and magistrates throughout the region. Workshops will develop procedures and regulations to govern the exchange of information and evidence among chief prosecutors of Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Mexico, Peru and Venezuela, among other countries. Caribbean countries and territories* members of the commonwealth will assess the feasibility of establishing subregional protection schemes for witnesses, prosecutors and judges, as well as sentencing options and alternatives to incarceration. Also under subregional programmes, drug law enforcement agencies including police, customs and forensic laboratories, as well as other competent authorities in the health and banking sectors, will continue receiving training in intelligence-sharing, drug interdiction, control of precursor chemicals and psychotropic substances, and money-laundering investigations. On the basis of the experience acquired by UNDCP in Chile, advisory services will be provided over the next biennium to Bolivia, Brazil, Colombia and Ecuador for the establishment or strengthening of financial intelligence and investigative units aimed at controlling money-laundering. A comprehensive legislative and institutional support programme to combat money-laundering in the Caribbean will be delivered under the Barbados Plan of Action. Bolivia, Brazil, and Central American and Caribbean countries will be assisted with the development and implementation of legally binding mechanisms for the administration and disposal of seized assets.

154. Given the worldwide increase in drug trafficking by sea, support will be provided under subregional programmes to develop training and technical assistance in maritime drug law enforcement, in the context of article 17 of the 1988 Convention. UNDCP expects to start a major programme with the Ministry of Health of Brazil to redress institutional weaknesses of its Sanitary Surveillance Secretariat responsible for controlling the national manufacture of, trade in and prescription of psychotropic substances. National programmes for precursor ontrol will be continued in Bolivia and Ecuador, and launched in Brazil and Colombia. A regional system of precursor control will be developed for the Caribbean. Performance indicators include a measurable increase in the number of arrests of leaders and other members of drug trafficking organizations, as well as of seized drugs and precursor chemicals. Equally important measures of success will be improved intergovernmental capacity to cooperate within and across borders to identify, investigate, prosecute and bring to sentence those who violate drug-control laws, as well as an increase in the number of cases resulting in the definitive forfeiture of the proceeds of criminal activities. An additional benchmark is the establishment of comparable sentencing patterns to which drug traffickers are subjected across the region.

155. UNDCP efforts in alternative development in the Andean region will give priority to strengthening of three coordinating agencies for alternative development, namely, the Vice-Ministry for Alternative Development in Bolivia, CONTRADROGAS in Peru and PLANTE in Colombia. Activities will focus on significantly upgrading national capacities and self-reliance in planning, monitoring, evaluation and resource mobilization with respect to national programmes for alternative development. A main activity will be to improve the capacity of agencies to promote multisectoral coordination and identify interinstitutional synergies at national, regional and local levels in support of alternative development. To that end, national coordinating agencies will receive support to better monitor current hectarage and trends in coca cultivation, including productivity and prices, as well as progress made with respect to licit activities. UNDCP will support the development of the Bolivian National Drug Control Plan 1998-2001, and provide policy guidance in connection with the alternative development plan. Governments will also require better analytical tools to understand and respond to the socio-economic factors driving coca production. Bearing in mind the crucial role played by women in the coca economy, alternative development programmes require the development of appropriate approaches, which will be useful also in increasing the role of women in coca reduction. In this connection, there is a need for more effective methodologies for convincing not only farmers, but also the general public,

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*Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Trinidad and Tobago and the British dependent territories (Anguilla, Bermuda, British Virgin Islands, Cayman Islands, Montserrat and Turks and Caicos Islands).

of the deleterious political, social and economic impact of the coca-cocaine industry and drug abuse. Emphasis will be placed on the transfer of ecologically sound agroforestry and farming systems to make best use of available environmental resources and to rehabilitate areas already degraded by coca cultivation. National coordinating agencies will receive guidance and advice in mobilizing private-sector investment, conducting feasibility studies, developing marketing strategies, identifying effective credit schemes, organizing international round tables, negotiating debt swaps and assisting national authorities seeking extensions or enlargement of current international preferential trade arrangements for selected Andean exports. UNDCP will also assist with the development and launching of two model programmes. In Bolivia, the focus will be on income-generating agroforestry management systems, which later will be adapted for use elsewhere, and in Peru there is need to replicate alternative development methods in two emerging coca-growing areas (Lower Huallaga and Pichis Palcazu). Performance indicators will include the attainment of national targets for reduction of coca crops, as stipulated in current drug-control legislation. Another important indicator will be the existence of nationwide monitoring systems including data on coca hectarage, productivity, prices, income generation at individual and collective levels, as well as information on the socio-economic impact and sustainability of licit agro-industrial processes and other substitution activities. Further indicators include a net increase in the following: the number of coca-farming families assisted by national agencies and committed to the elimination of their coca crops; geographic coverage and number of hectares devoted to alternative development; the use of central, regional and local entities for alternative development planning and implementation; private investment in alternative development activities; the donor base and the value of alternative development activities coordinated by agencies.

156. CCM will organize policy and technical-level meetings for authorities concerned with drug control in the Caribbean, in order to assess progress made in implementing the recommendations of the Barbados Plan of Action, but also to jointly identify, agree, prioritize, plan and evaluate counter-narcotics measures in the subregion with regard to national coordinating capacities, drug-control legislation, law enforcement, money-laundering, maritime cooperation and demand reduction. CCM will also produce data on the status of and trends in drug trafficking and abuse in the Caribbean, as well as an inventory on current and prospective drug-control initiatives. An underlying objective of CCM is to facilitate the matching of the needs of recipients with available resources. Expected results will be to have CCM acknowledged by donors and recipients alike as an efficient provider of data on subregional cooperation in drug control, and an effective tool for joint prioritization, development, fund-raising and evaluation of drug-control initiatives in the Caribbean. Progress will also have been made toward the identification together with CICAD of an effective coordination arrangement to cover Latin America, envisioned to act as a clearing house of data on regional cooperation in drug control, and to provide a forum for the organization of task-force meetings to jointly prioritize, develop and monitor cooperation in drug control.

E. Implementation and coordination arrangements

157. Most UNDCP operational activities in the region are executed by government counterparts under the national execution modality. Accordingly, national agencies are responsible and accountable for programme strategy and the delivery of objectives and activities. The administration of funds and related support services are entrusted to agencies such as UNDP and UNOPS. UNDCP clears the allocation of funding on the basis of satisfactory substantive and financial progress reports. UNDCP also conducts ongoing monitoring and evaluation exercises, and participates in periodic meetings to adjust work plans, resolve problems and agree on the nature and scope of programme revisions. Substantive monitoring will continue to be carried out jointly with other associated or cooperating agencies, as applicable. The Principal United Nations agencies and other entities with which UNDCP will work include the Division, UNICEF, UNDP, UNFPA, ILO, Food and Agriculture Organization of the United Nations (FAO), UNESCO, World Health Organization-Pan American Health Organization (WHO-PAHO), the International Maritime Organization (IMO), the Economic Commission for Latin America and the Carribean (ECLAC) and United Nations Volunteers. Inter-governmental

partners include CICAD, the European Commission, Interpol, WCO, including the regional intelligence liaison offices, the Caribbean Customs Law Enforcement Council, the Regional Counter-Narcotics Law Enforcement Training Centre in Jamaica, the Interministerial Drug Control Training Centre in Martinique, the Regional Police Training Centre in Barbados, the University of the West Indies, the Latin American Institute for the Prevention of Crime and the Treatment of Offenders (San José, Costa Rica), the Andean Commission of Jurists (Lima) and the Latin American Parliament (São Paulo, Brazil). Other operational activities will be executed directly by non-governmental organizations and inter-governmental organizations, with UNDCP performing the same substantive and programme monitoring functions described above. In exceptional cases, UNDCP will assume executing responsibilities, as in connection with CCM or the organization of major regional meetings. Virtually all operational activities in the region are complemented by significant local cash and in-kind contributions which are channelled directly into programmes. The average UNDCP/counterpart ratio in the region is 1:3. In Brazil, Bolivia and Colombia, programmes for the biennium 1998-1999 will be funded under the cost-sharing modality, whereby the above-mentioned ratio varies from country to country, and can be as high as 1:8. All required links will be established at the development, implementation, monitoring and evaluation levels with UNDCP global programmes, such as the money-laundering programme, the seizure data matching programme of UNDCP, WCO and Interpol, the network of youth programmes and the global initiative on primary prevention and substance abuse. Significant efforts will be made to identify and implement planning and operational linkages and synergies with the work of other organizations, including international financial institutions, to incorporate the drug dimension into their mainstream socio-economic development work. The proposed budgetary allocation for the programme for Latin America and the Caribbean for the bienniums 1996-1997 and 1998-1999 is presented in table 9.

X. INTERCOUNTRY

A. Policy development and methodology in drug control

158. The present programme sets out the focus, goals and activities of UNDCP in policy development and methodology work for the biennium 1998-1999. It describes these activities in the areas of demand reduction, scientific laboratory work, research, supply reduction and law enforcement, including anti-money-laundering measures.

159. The global programme on methodology and policy development responds to the need of the international community for advanced methodologies and coherent policies in drug control. Member States have entrusted UNDCP in the Global Programme of Action and General Assembly resolution 45/179, *inter alia*, to serve as a worldwide centre of expertise and information on drug trafficking and abuse and to play a major role in monitoring developments in this field with a view to recommending appropriate action. UNDCP has since its establishment taken this task forward and has achieved significant improvements in building up knowledge, international policies and effective approaches in international drug control. The biennium 1998-1999 will see increased priority given to developing policies and methodologies in order to enhance the international coordinating role of UNDCP, to provide expertise and advice to Governments in developing their own strategies against the drugs problem and to secure the successful design and implementation of UNDCP technical cooperation programmes. Another important area for work under the programme will be the promotion of international norms for the exchange of drug-related data and information and facilitating the exchange of such information among United Nations agencies and other international organizations and with Member States. These areas of work and related activities form the basis for the UNDCP role as a worldwide centre of knowledge and expertise in international drug control.

Table 9. Latin America and the Caribbean: sector, execution modality and location by source of funding, 1996-1997 and 1998-1999

(Thousands of United States dollars)

Item	1996-1997 expenditure			Changes				1998-1999 estimates		
				Volume		Cost				
	General-purpose	Special-purpose	Total	Change	Percentage	Change	Percentage	General-purpose	Special-purpose	Total
Sector										
Prevention and reduction of drug abuse	158.4	10 277.9	10 436.3	(4 218.4)	(40.4)	501.8	4.8	1 248.6	5 471.1	6 719.7
Elimination of illicit crops	416.1	8 147.3	8 563.4	(267.6)	(3.1)	664.1	7.7	955.8	8 004.1	8 959.9
Suppression of illicit drug trafficking	370.6	3 589.7	3 960.3	6 340.5	160.1	898.9	22.7	20.1	11 179.6	11 199.7
Intersectoral	383.1	591.2	974.3	63.0	6.5	83.1	8.5	392.0	728.4	1 120.4
Total	1 328.2	22 606.1	23 934.3	1 917.5	8.0	2 147.9	8.9	2 616.5	25 383.2	27 999.7
Execution modality										
UNDCP	225.1	967.4	1 192.5	578.3	48.5	142.3	11.9	374.6	1 538.5	1 913.1
Agencies	471.3	7 167.4	7 638.7	(3 188.0)	(41.7)	357.4	4.6	955.6	3 852.5	4 808.1
National	631.8	14 471.3	15 103.1	4 527.2	30.0	1 648.2	10.9	1 286.3	19 992.2	21 278.5
Total	1 328.2	22 606.1	23 934.3	1 917.5	8.0	2 147.9	8.9	2 616.5	25 383.2	27 999.7
Location										
Country level	1 294.8	22 019.8	23 314.6	1 410.9	6.1	2 056.0	8.8	2 486.1	24 295.4	26 781.5
Headquarters	33.4	586.3	619.7	506.6	81.7	91.9	14.8	130.4	1 087.8	1 218.2
Total	1 328.2	22 606.1	23 934.3	1 917.5	8.0	2 147.9	8.9	2 616.5	25 383.2	27 999.7

1. Lessons learned and major achievements during the biennium 1996-1997

160. Assessment of the drug-abuse situation was strengthened particularly through rapid assessments. Training of nationals was an integral part of rapid assessment projects funded by UNDCP. Two rapid assessments in Asia and two others in Central America were completed in 1996. One rapid assessments in the Middle East, started in 1996, was completed in 1997. Two rapid assessments in Africa were started in 1997 and are still ongoing. A draft rapid assessment manual was developed, and the final version will be made available in 1998. A revised database structure for the International Drug Abuse Assessment System (IDAAS) was developed with a set of minimum indicators, and the IDAAS data for 1992-1995 analysed. The first cycle of the regional expert forums on demand reduction initiated in 1993 was completed in 1997, the last two being held in 1996 and 1997 in North Africa and in the Middle East, respectively.

161. A global initiative in primary prevention was prepared in collaboration with the World Health Organization (WHO) and implementation started in 1997. A global project on youth started in 1997 to develop a knowledge base and a network of youth organizations as partners in drug abuse prevention and demand reduction. UNDCP collaborated with UNICEF on a project for youth in crisis in 1997. UNDCP also started collaboration with UNAIDS in 1997 in promoting a video "Goldtooth" for educating street children on drug abuse prevention. The guidelines for demand reduction project formulation, monitoring and evaluation were issued in 1997 as a programme advisory note. Interregional advisory services for policy development in demand reduction were provided for the production of a draft declaration on the guiding principles on demand reduction. Such advisory services also contributed to the further development of important collaborative subjects such as AIDS/HIV and drug abuse and the epidemiology of drug abuse. Six reports were prepared for the Commission on specific subjects in demand reduction.

162. UNDCP has collaborated since 1992 with ILO and WHO in a joint project to develop and test a model programme for the prevention of drug and alcohol abuse among workers and their families. A total of $2.6 million was invested in developing model programmes in Egypt, Mexico, Namibia, Poland and Sri Lanka for 58 companies. This five-year project was completed in 1997. The model represents a shift in the paradigm away from "medical expert-led" to "management-led" drug programmes in the workplace. Instead of a crisis-oriented approach, the model aims at early detection and intervention among workers at risk thus preventing their further deterioration into drug and alcohol dependence. In view of its early demonstration of success, the concept has been expanded beyond the initial five countries into central and eastern Europe, Brazil and Jamaica. Based on the final evaluation of this model project, a compendium on drug abuse prevention among workers and their families will be produced, and will include "good practice" examples based on cases identified during the implementation of the models in the participating countries and a training manual for managers in enterprises interested in adopting the model in the future.

163. The third International Private Sector Conference on Drugs in the Workplace and the Community for Asia and Pacific Region were to be held in October 1997 in Petaling Jaya, Malaysia.

164. Cooperation with the Crime Prevention and Criminal Justice Division of the Secretariat and the network of collaborative institutions of the Division included assistance in the formulation and sponsorship of a project related to criminal justice. Such cooperation also resulted in a joint UNDCP/Division global programme on money-laundering, involving also close collaboration with bodies such as the Financial Action Task Force. The global programme has established a database accessible through the Internet, containing information on legislation related to money-laundering. It has also commenced production of electronically despatched monthly bulletins by which Member States and partner international organizations are kept informed of developments. In addition, supported by regular budget resources, training courses were held and technical advice provided at national and regional conferences and seminars in Colombia, the Baltic States, Chile,

Kyrgyzstan, Uzbekistan and the ASEAN countries, as well as at meetings of subsidiary bodies of the Commission for Africa and the Near and Middle East.

165. The UNDCP laboratory provided technical assistance to Member States in the enhancement of their operational capacity and capabilities in drug detection and testing, with increased attention given to the promotion of regional collaboration. Equipment, material, chemicals, working manuals, guidelines and scientific information were provided to 63 laboratories in 19 countries. Improvement and development of technical skills were addressed through training of 52 scientists in methods for the analysis of drugs. Four consultative meetings of heads of laboratories were convened to promote cooperation at regional and international levels and two expert group meetings, on analytical methodologies for the analysis of drugs of abuse, were organized. Five thousand manuals on recommended methods for the identification and analysis of drugs where distributed to national drug-testing laboratories.

166. In 1996, UNDCP initiated activities focusing on the development of standard protocols and methods for the profiling/signature analysis of key narcotic drugs and psychotropic substances, concentrating initially on seized methamphetamine. These also include reference services for standards and training, the provision of technical assistance, and the establishment of a mechanism for regular exchange of seized samples and relevant data between collaborating institutions. The international collaborative exercises constitute the first phase of the international quality assurance programme, carried out by UNDCP, in which participating laboratories are requested, twice a year, to analyse unknown samples of seized material and/or biological specimens. The analytical results they submit are used to asses their performance. Through evaluation reports, laboratories are also able to monitor their own performance against their national requirements and the performance of peer laboratories. The importance that Governments attach to the international collaborative exercises is reflected in the increased participation of laboratories in the exercises, from 40 at its initiation in 1995, to 61 laboratories currently. A survey conducted in 1996 has revealed that participation in the exercises has had a considerable positive impact on laboratory performance. It has also increased acceptance of analytical data by courts of law and conviction rates in drug-related cases.

167. The *World Drug Report* was published with the assistance of one of the most reputed United Kingdom publishers (Oxford University Press). Its release marked a watershed for UNDCP public image-building. The presentation of the *World Drug Report* was organized simultaneously in London, New York, at Stockholm and at Vienna and subsequently at Rome, with the attendance of many national government representatives and members of the media. The Executive Director had two televised interviews in New York (Cable News Network (CNN) and Fox News). The combination of press conferences and individual interviews led to wide coverage of the *World Drug Report* on television and radio and in national and international newspapers. A summary report of the media coverage has been finalized, collecting 235 articles from several countries and 18 articles from five press agencies. UNDCP also published the UNDCP Technical Series, which includes the following issues hitherto: *Drugs and Development*; *The Social Impact of Drug Abuse*; *Amphetamine-type Stimulants: A Global Review*; *Drug Money in a Changing World: Economic Reform and Criminal Finance*; and *Volatile Substance Abuse*.

168. Because of its global perspective and access to information sources throughout the world, UNDCP was well-positioned to identify the international trends related to the problem of ATS, and thereafter to place the issue on the international agenda. It achieved the latter in several ways: by organizing two expert meetings on the subject (at Vienna in February 1996 and at Shanghai in November 1997) and by publishing a major study entitled *Amphetamine-type Stimulants: A Global Review*.[7] The study is now being used as a basis for the development of international policies against ATS and for reinforcing the international drug control system at the special session of the General Assembly on drug control, to be held in June 1998.

169. To date, UNDCP has appointed three goodwill ambassadors for raising public consciousness about drug problems (the Chung Trio from the Republic of Korea, Sumo Grand Champion Takanohana of Japan and the Tahuichi Aguilera Football Academy of Bolivia). A decision was taken by UNDCP management to shift priorities, and this activity is now being terminated. A new programme was initiated on the basis of the International Conference "Sport against drugs", held at Rome in 1995, involving the use of sport in drug-abuse prevention, particularly among high-risk urban youth in selected developing countries, and pilot activities were subsequently implemented. An exhibition was inaugurated at Vienna and in New York, and nationally and internationally famous athletes were invited to campaign against drug abuse on the occasion of the Olympic Games held at Atlanta in 1996.

2. *Objectives and strategies*

170. The international drug problem continues to evolve into one of the more complex problems of the modern world. Yet the conceptual and intellectual foundations upon which the international response to it is based have in the past been weak and oriented in different directions. Policies adopted by Member States to tackle the problem have often been based on inadequate knowledge. Policy development at the international level, meant primarily to support or enable more effective national responses, has similarly been hampered by a limited knowledge base.

171. At the same time, many States find that they lack sufficient technical expertise to design and implement countermeasures against drug trafficking and abuse. There is a need in international drug control for internationally accepted standards, methodological knowledge and tested and effective model approaches, all of which would contribute to make national and international drug control efforts more efficient and effective.

172. Such international standards are particularly weak in the area of demand reduction. This has led the international community to call upon UNDCP to develop guiding principles of demand reduction. UNDCP, working closely with Member States, is developing these guiding principles, which will form a declaration that it is hoped will be adopted by the special session of the General Assembly to be held in June 1998. This will be complemented by the dissemination of technical knowledge in demand reduction through a series of demand reduction monographs designed to update and replace the UNDCP resource book on demand reduction and prepared in collaboration with Member States. There is a need to develop methodological knowledge on how to prevent drug abuse by young people and on how to strengthen the involvement of the community as a primary component in prevention strategies. Furthermore, social reintegration of former drug abusers seems to be the least addressed aspect of demand reduction. It is thus essential to develop community-based rehabilitation and social reintegration strategies and methodologies.

173. The need for technical expertise also prevails in the area of supply reduction and law enforcement. Many countries find it difficult to reduce illicit cultivation through alternative development measures, to interdict consignments of illicit drugs and precursor chemicals, to prevent diversion to the illicit market of drugs from licit channels, and to prevent and detect attempts by criminals to launder the proceeds of their trafficking activities. UNDCP has been called upon to assist Member States in introducing measures against money-laundering.

174. The broad spectrum of drugs and precursors to be detected and identified, coupled with the stiffening of national legislation in respect of drug production and trafficking, have also given added responsibilities to drug-testing laboratories. In order to produce reliable data in support of law enforcement, judicial and health institutions, national laboratories must have adequately equipped facilities, trained staff and access to sources of scientific reference material and information. Those data must be acceptable and reproducible worldwide and must meet quality criteria. Development of harmonized analytical methods and their availability to those laboratories is therefore a central element in UNDCP activities. In addition, profiling of seized drugs is

increasingly viewed as a valuable complement to routine law enforcement investigative work on new trafficking routes.

175. The key problems in the field of policy development and methodology in international drug control will be addressed in the following five categories, which are closely interrelated: demand reduction; supply reduction and law enforcement; anti-money-laundering measures; scientific laboratory work; and research.

Demand reduction

176. *Objective: to develop further the policy and the knowledge base on prevention, treatment, rehabilitation and social reintegration with particular focus on the development of methodological knowledge, on how to prevent drug abuse by young people and on how to strengthen the involvement of the community as a primary component in strategies of prevention and social reintegration.* It is intended to make this knowledge base available, in a user-friendly way, to Member States and to international and non-governmental organizations. The emphasis on community-based strategies will strengthen the role of the civil society, including non-governmental organizations, in demand reduction. This will be achieved through the identification of good practice in demand reduction measures. Various avenues will be pursued such as the development and testing of innovative models through global model programmes, convening of expert group meetings and reviews of scientific literature. UNDCP will carry this work forward in concert with a network of collaborating institutions and outside experts. The knowledge base that results from the exercises will be made available through publications such as programme advisory notes, handbooks and manuals, and through workshops and meetings. For the biennium 1998-1999, the emphasis has been laid on prevention of drug abuse by young people and on community-based prevention and social reintegration.

Supply reduction and law enforcement

177. *Objective: to maximize its capacity for providing technical assistance and advice, thereby enabling it to serve as a centre of knowledge and expertise for Member States.* Working closely with international partners such as Interpol and WCO, UNDCP will contribute to the formulation of international drug law enforcement strategies, utilizing the local knowledge and experience of UNDCP regional advisers and the products of data analysis. By providing necessary technical inputs and advice from the earliest stages of formulation of programmes and projects, it aims at improving their quality and potential effectiveness, pinpointing areas of omission or overlap and identifying the potential for merging them with existing or planned initiatives by other organizations.

178. The activities of UNDCP in supply reduction and law enforcement should mean that by the end of the biennium 1998-1999, closer working links will have been established with Interpol, WCO and Europol; a global programme on law enforcement measures relating to precursor control will be operational; a clearer understanding of effective methods of alternative development and monitoring of illicit crops will have been gained; and high quality, timely analytical data relating to seizures of illicit drugs will be available to Member States and to other organizations. The activities on precursor control and data exchange are subject to the availability of additional funding.

179. The objectives in the area of anti-money-laundering measures build on activities started during the biennium 1996-1997. They focus on improving the understanding of the money-laundering phenomenon and the acceptance of the need for countermeasures; assisting Member States in developing strategies, effective laws and countermeasures against money-laundering; and improving international cooperation in this area. These activities are clustered in a technical cooperation project and also supported by expertise made available under the regular budget of UNDCP. UNDCP is implementing the activities jointly with the Division and in coordination with other organizations active in the field, such as the Financial Action Task Force.

Scientific laboratory work

180. *Objective: to develop international standards and expertise in drug testing and to promote collaboration in support of national, subregional and regional drug control activities to reduce illicit drug production, trafficking and abuse.* This will be achieved through enhanced operational capacity and capabilities of national drug-testing laboratories; harmonized methodologies, standard operation procedures and protocols for the detection and testing of drugs of abuse; standardized nomenclature and terminology related to drugs and precursors under international control and to quality assurance; development of analytical expertise and human resources in drug testing; harmonization of training for drug analysts within the UNDCP network of regional centres and collaborating institutions; improved qualitative performance of national drug-testing laboratories; promotion and application of good laboratory practices and quality systems; and the development of standard protocols and procedures for the signature analysis/profiling of key narcotic drugs and psychotropic substances. In the long term, the activities of the programme will make it possible for law enforcement agencies to more effectively target their operations and better control drug supply and illicit traffic; for treatment and rehabilitation centres to provide health authorities with more accurate information on the drug-abuse situation in the country concerned, thus contributing to a better design of national demand-reduction programmes; for national authorities to put their drug and precursor legislation into practice more effectively; and for intelligence and laboratory data to be exchanged across jurisdictions.

Research

181. *Objective: to extend the knowledge base for understanding the international drug problem so that Member States can make more informed policy choices, and so that UNDCP can be more proactive in identifying changes and forecasting trends, and can strengthen its position as a centre of expertise, all of which would contribute to helping fulfill the complementary normative and operational functions of UNDCP.* The objective will be achieved through: research, policy analysis and publication of the results in a publication programme comprising a biennial *World Drug Report*, a biannual *Bulletin on Narcotics* and a series of monographs published under the rubric of the *UNDCP Technical Series*; identifying new directions in drug control and creating forecasting capacity by developing policy options for both national application and adaptation of the international drug control system, and by providing an analytical bridge between sectoral work areas of UNDCP and collating data on supply, demand and legal and operational matters for both internal use and public dissemination; and developing UNDCP as a centre of expertise in drug control by means of applied research, by outreach to specialized institutes and by building in-house research capacity.

Implementation strategy

182. The implementation strategy combines several elements which have proved to be successful. It responds to the needs of Member States and aims at building up their capacities in drug control. Continuous needs assessments and feedback from recipients of technical advice are therefore combined with human resources development through training and fellowships, as was successfully applied in UNDCP assistance to national laboratories and the series of demand-reduction forums, which combine needs assessment aspects with awareness-raising and training.

183. The strategy also reflects the need for a continuous, long-term perspective in international drug control in building on and furthering the achievements of the past biennium. In the area of policy development for the emerging problem of ATS, for example, UNDCP implements a long-term phased approach: the identification of the problem; scientific study and analysis of it; publication of the results (such as *Amphetamine-type Stimulants: A Global Review*); and development of policy to respond to the problem by strengthening the international drug-control system (plan of action) against ATS for the special session of the General Assembly.

Subsequent work in 1998-1999 will focus on making the policy operational at subregional and regional levels and continuing scientific study of the perpetually changing ATS problem.

184. The third element in the UNDCP strategy for policy development and methodology work is the focus on the practical applicability of its products. Work during the past biennium centred around collection and analysis of information. The 1996-1997 biennium also saw first results of a synthesis and dissemination of the information on the drug problem, for example through the publication of the *World Drug Report* and several publications in the UNDCP Technical Series. The synthesis and dissemination of technical information on drug control for use by Member States will be continued during the biennium 1998-1999, covering all activity clusters of the global programme.

185. Finally, UNDCP policy development and methodology work during the 1998-1999 biennium will continue to aim at enhancing coordination and cooperation in international drug control. Past experience indicates that there is large potential for synergies to be brought to bear through a collaborative approach between organizations both within and outside the United Nations system. UNDCP and the Division already routinely collaborate on a number of key issues in the drug field and will continue to do so during the biennium. The global programme also incorporates major collaborative activities with other organizations such as UNICEF, ILO, WHO, WCO, Interpol and non-governmental organizations. UNDCP will, for example, continue to implement a major global initiative on primary prevention in collaboration with WHO and a consortium of non-governmental organizations.

186. The joint activities will be complemented by activities aimed at refining the comparative advantage of UNDCP and bolstering its position as a coordinating centre of expertise and knowledge. During the biennium 1996-1997, the United Nations International Drug Control Programme built up networks of collaborative institutions to reach out into the scientific community and ensure that Members States, through UNDCP, can make use of the knowledge available globally. Recent efforts have also successfully expanded the network to research collaboration and applied research in anti-money-laundering policies. Those efforts will continue with an expansion of the UNDCP collaborative network in all activity clusters. This will also contribute to the broader aim of focusing the work of the secretariat at Vienna on organized crime, drugs and terrorism.

187. The global programme on policy development and methodology will not implement operational activities at the field level. However, policy development and methodological work also needs to take into account practical experience gained in direct cooperation with Governments. UNDCP will therefore continue through its network of field offices both to draw on the direct experience of outposted technical advisers in policy development and provide direct advisory services to Governments.

3. Summary of the activities for the biennium 1998-1999 and thematic focus

188. The main activities described below are proposed for the biennium 1998-1999 in the five categories under the global programme for policy development and methodology.

Demand reduction

189. *Collection and analysis of information*. The maintenance and improvement of IDAAS, supported by the UNDCP regular budget, will continue. Through IDAAS, information on drug abuse and analysis of trends will be provided, *inter alia*, for inclusion in reports to the Commission. Together with other sources of information, the responses by Member States to the annual reports questionnaires will form the basis for analysis in order to identify gaps in information and needs for development of new knowledge. Expert group meetings will be convened on community-based primary prevention, on communication methodology and on community-based rehabilitation and social reintegration. A youth project, started in 1997, will collect and analyse information

on drug abuse patterns among young people and on innovative prevention approaches. The information will be discussed at a global youth event in Canada in 1998. The results of the analysis and the deliberations at the event will be available for the special session of the General Assembly. A global model programme to assist youth in crisis started in 1997 and will be completed in late 1998.

190. *Dissemination of knowledge*. To disseminate lessons learned and to promote sharing of experiences, a newsletter will be published twice a year containing information on ongoing and evaluated primary prevention projects as well as general information on primary prevention. Furthermore, a network of youth programmes will be established, within the framework of the above-mentioned youth project, to disseminate knowledge and to train and test innovative methods. Within the same project, a handbook will be produced on how to develop prevention programmes for young people. The global project on youth in crisis is expected to produce a report on how to make health services accessible to young people at risk. Knowledge on how to prevent drug abuse among street children will be disseminated through the training of approximately 900 youth workers and programme managers on how to use the educational video "Goldtooth". Training workshops on the general principles of primary prevention of substance abuse among young people, through the mobilization of local communities, will be conducted in selected countries in the context of the global initiative on primary prevention of substance abuse. Three additional handbooks will be produced during the biennium: one on rapid assessment of drug abuse, one on community-based primary prevention and one on the use of communication methodologies in prevention.

191. *Application of knowledge in technical cooperation*. Programme advisory notes and handbooks will serve as the basis for project development and appraisal of project proposals. A programme advisory note will be developed on good practice in treatment, rehabilitation and social reintegration. The handbooks will also be made available to Governments and other organizations active in this field to facilitate their design and implementation of demand-reduction projects and programmes. In addition, an inventory of material produced by demand- reduction projects supported by UNDCP will be made available once a year.

Supply reduction and law enforcement

192. *Law enforcement*. UNDCP activities in this area are supported through regular budget resources. Priority will continue to be given to contributing to programme and project formulation from the earliest stages. UNDCP will also develop and improve the effectiveness of meetings of subsidiary bodies of the Commission. It will renew its coordination efforts in the area of law enforcement training and will compile and distribute a coordinated list of annual law-enforcement training events. It will also explore new areas for collaboration with Interpol and WCO, including joint analytical studies, and will establish closer collaboration with Europol. Cooperative efforts with the Division will form an important part of the work. Priority will also be given, subject to the availability of additional resources, to developing more effective law enforcement counter-measures to the illicit manufacture of drugs, the trafficking in precursors and the diversion to the illicit markets of drugs from licit channels. This will be achieved through the provision of expert technical advice, the production of technical papers and the formulation and implementation of a global programme on law enforcement aspects of precursor control in coordination with the secretariat of the Board.

193. *Alternative development*. UNDCP will continue to ensure production of better-quality alternative development programmes, based on in-depth analyses of pilot schemes. The target areas for such work in the coming biennium will be south-west Asia, south-east Asia and Latin America. Work will also continue to promote incorporation of alternative development into the framework of broad-based programmes, as well as to refine international policies in this area. UNDCP will increase its linkages with other parts of the United Nations and external agencies, and facilitate the design and implementation of alternative development programmes by Member States through, *inter alia*, the publication of a manual on alternative development experiences in South America. Alternative development will also be a specific item for debate at the special

session of the General Assembly to be held in 1998, and will therefore require proper support and follow-up activity. New activities in this area will include design of a database on illicit drug cultivation and an increased emphasis on advisory services and programme and project development in institution building to support Governments in the designing of alternative development projects.

194. *Data collection and analysis*. UNDCP will continue to research and produce analytical papers, including those for the annual sessions of the Commission, and for meetings of its subsidiary bodies. In the coming biennium it will produce specific studies on illicit drug trafficking in areas where the knowledge base is still weak, that is, Africa, south-west Asia, and south-east Asia. The priority activity, however, will be to serve as focal point for the data-sharing project with Interpol and WCO to establish a globally pooled data set on seizures of illicit drugs and to identify subjects in which the production of joint analytical papers would be of positive strategic value to Governments and their enforcement agencies. To complement that activity, UNDCP will increase its own efforts to elicit from Governments greater information concerning individual seizures of drugs. The data-sharing project, however, will require additional resources.

195. *Anti-money-laundering measures*. UNDCP has normative functions in the area of anti-money-laundering measures deriving from the 1988 Convention and funded from the regular budget. Those functions focus for the biennium 1998-1999 on preparatory and follow-up work in policy development in relation to the special session of the General Assembly to be held in 1998. Intensified implementation of the global programme on money-laundering will significantly improve UNDCP services to Member States in this priority area and increase the effectiveness of international action against money-laundering. The general approach taken consists of three steps: raising the awareness of the problem; establishing the necessary legal basis for criminalizing money-laundering; and providing assistance to judicial, financial and law enforcement sectors. Activities will encompass the provision of advisory services to Governments; assistance for the introduction of relevant legislation, such as promoting mutual legal assistance; support to improve the capacity of legal and related law enforcement systems, including the establishment of financial intelligence units or similar bodies; organization of major international training events; applied research into economic and legal aspects of the problem, and further development of the AMLID database system. The focus will be on priority countries in Africa, south-east and south-west Asia, South America, and the Middle East. The anti-money-laundering activities will also be supported by technical expertise available from the regular budget.

196. *Scientific laboratory work*. Activities in this area comprise the provision of substantive inputs into the development, implementation and monitoring and follow-up of programmes in respect of the establishment and strengthening of national drug-testing laboratories and of the enhancement of cooperation between laboratory services and law enforcement, judiciary and health institutions; and the provision of advice to Member States to develop their national drug- testing laboratories. UNDCP will also develop, publish and distribute standard guidelines and methodologies to national drug-testing laboratories, regional training centres and collaborating institutions. This set of activities also includes acquisition and distribution of reference samples of drugs under international control, their metabolites and of controlled chemicals and precursors to national laboratories in developing countries, drug-testing laboratories participating in the international collaborative exercises, regional training centres and collaborating institutions; production and distribution of drug and precursor identification kits to law enforcement agencies; and organization of expert group meetings on laboratory methodologies and standard guidelines. Human resources development will be achieved by organization of training courses, at basic and advanced levels, in methods for the identification and analysis of controlled drugs in seized material, pharmaceutical preparations, body fluids and precursors; development and distribution of training syllabuses, teaching aids and scientific literature to regional training centres and collaborating institutions; and organization of regional workshops of heads of national drug-testing laboratories. Activities under the international collaborative exercises will comprise: coordination, implementation and monitoring of the two annual rounds of the exercises; validation of unknown samples; evaluation of analytical results submitted by participating

laboratories; statistical analysis and production of reports; and development of statistical methodology of the analysis of quantitative results.

197. Finally, activities in support of law enforcement investigations will focus on research into seized drug samples (initially of methamphetamine) of individual countries and regions, including synthesis of key impurities resulting from the clandestine manufacturing process and research into model methamphetamine syntheses and their modifications; development of protocols for profiling and signature analysis for use in those countries and regions; extension of research into a broader spectrum of controlled drugs and precursors; and further refinement of analytical procedures and data interpretation and processing.

Research

198. *Publications*. Activities in this area will include research for, and the writing and publishing of, the second *World Drug Report* in June 1999, with a commercial publisher. This activity also involves administration and implementation of a dedicated project on the second *World Drug Report*, which will have to be funded by additional resources that will cover some of the staff costs and all of the production costs. UNDCP will also publish a scientific journal (the *Bulletin on Narcotics*) as an official United Nations publication, in two numbers per year. Publication activities will also comprise researching, writing and publishing two monographs per year in the UNDCP *Technical Series*; and securing, editing and publishing one monograph per year in the same series, but from outside the global programme, or outside UNDCP.

199. *Policy development*. Research in policy development will enable Member States to respond to the global problem of ATS by means of improving the international drug-control system through the action plan against manufacture, trafficking and abuse of ATS for the special session of the General Assembly, and its operationalization and continuing scientific work to keep abreast of the perpetually changing ATS issue. Ongoing analyses of the economic and social costs and consequences of different dimensions of the drug problem, particularly the linkages between addiction and productivity, and the extent of illicit drug money available for laundering, in order to provide a more rigorous empirical basis for rational policy choices, will also form part of the activities in this area. Research activities will also improve the quality and comparability of data on cultivation, manufacture, trafficking and abuse of illicit drugs, to strengthen the links between supply and demand data, and provide analyses and global aggregations of all the data, for use in technical cooperation and for public dissemination. Such activities will also collate the diverse data noted above, assist in developing a common position on quantitative estimates of the drug problem, and communicate the information to the general public and expert audiences.

200. *Technical support*. These activities aim at strengthening the empirical foundations of UNDCP technical cooperation by means of appraisals, methodological review and applied research in areas of operational priority. This will include strengthening the research capacity for understanding the different dimensions of the drug problem by more intensive and extensive use of the network of collaborating centres, the awarding of small research grants as seed money and joint projects in developing countries. Finally, the support activities in research include strengthening the in-house capacity to keep pace with new scientific and technical advances in the field by maintaining and extending the UNDCP reference collection, continuing the UNDCP lecture series and preparing the R/D Alert series of publications. The reference collection is supported by regular budget resources.

4. Implementation and coordination arrangements

201. The global programme on policy development will be managed by the Policy Development and Methodology Branch, UNDCP headquarters. UNDCP activities in policy development and methodology work also include normative functions. These functions are performed under the regular budget of UNDCP and

closely coordinated and linked to the activities of this global programme. The proposed budgetary allocation for the intercountry programme for the bienniums 1996-1997 and 1998-1999 is presented in table 10.

B. Other global activities

1. International Narcotics Control Board database for precursor control

202. In discharging its functions, the Board has increasingly been called upon to collect and utilize a wider range of relevant information than that provided by Governments to it under article 12 of the 1988 Convention. This includes information on both licit and illicit movements of substances frequently used in illicit drug manufacture as well as on the controls and the competent authorities that apply them. As a result, the existing database needs to be further developed to accommodate increased information-handling requirements.

203. The objectives are: to assist Governments to establish mechanisms and operating procedures for data collection, analysis and dissemination to verify the legitimacy of transaction and to prevent diversion; to assist the Board in following up identified diversions and attempted diversion of precursor chemicals and in extending the activities of the Board including the examination of substances for possible scheduling under the 1988 Convention and establishing a limited international special surveillance list. Activities include: preparing working documents and a draft report of the Board on the implementation of article 12 of the 1988 Convention; providing Governments with relevant information to determine the legitimacy of shipments of precursor chemicals and to advise them regarding decisions on specific suspicious shipments; preparing critical review documents and other relevant materials for the Board and its advisory expert group and for establishing a limited international special surveillance list; and providing substantive advice on activities related to precursor control. The databank will continue to be maintained and used by the secretariat of the Board, Division for Treaty Implementation and Policy Development, UNDCP headquarters.

2. Maritime cooperation in drug law enforcement

204. The smuggling of illicit drugs by sea is a global problem. Article 17 of the 1988 Convention requires Parties to "cooperate to the fullest extent possible to suppress illicit traffic by sea, in conformity with the international law of the sea". Training is required in all fields of maritime drug law enforcement, including surveillance of suspicious vessels, procedures for boarding, searching techniques, drug identification and ship rummaging. National legislation needs to be reviewed and effectively implemented. Specific procedural and legal problems include identification of, and communication with, the proper domestic authorities whose consent is required before boarding a foreign ship, the inability to exercise jurisdiction over domestic vessels or nationals outside territorial waters, and the inability to exercise jurisdiction over stateless vessels. It is especially important to improve national knowledge of international laws, norms and standards relevant to maritime interdiction. The strengthening of the infrastructure, both legal and administrative, for the effective establishment and maintenance of ship registries is also vital, as is the facilitation of greater communication and information exchange between competent authorities.

205. Global activities in this field will aim at encouraging countries to strengthen their commitment to effective enforcement in this area. The activities will comprise two components. Following the trial regional training course for the region of Asia and the Pacific in 1997, review and finalization of training guides on maritime drug law enforcement will be undertaken, and those guides will be made available to competent authorities of requesting countries. Further, model legislation on maritime drug law enforcement will be developed. Those activities will be managed by the Division for Programme Planning and Support, UNDCP headquarters.

Table 10. Intercountry: sector, execution modality and location by source of funding, 1996-1997 and 1998-1999

(Thousands of United States dollars)

Item	1996-1997 expenditure			Changes				1998-1999 estimates		
				Volume		Cost				
	General-purpose	Special-purpose	Total	Change	Per-centage	Change	Per-centage	General-purpose	Special-purpose	Total
Sector										
Prevention and reduction of drug abuse	1 973.8	2 137.0	4 110.8	(12.7)	(0.3)	(143.7)	(3.5)	1 570.3	2 384.1	3 954.4
Elimination of illicit crops	131.7	32.8	164.5	278.4	169.2	(11.1)	(6.7)	256.4	175.4	431.8
Suppression of illicit drug trafficking	513.1	4 350.9	4 864.0	(1 124.8)	(23.1)	(110.3)	(2.2)	186.3	3 442.6	3 628.9
Intersectoral	1 193.8	3 945.4	5 139.2	2 606.3	50.7	(260.6)	(5.0)	2 911.6	4 573.3	7 484.9
Total	3 812.4	10 466.1	14 278.5	1 747.2	12.2	(525.7)	(3.6)	4 924.6	10 575.4	15 500.0
Execution modality										
UNDCP	3 282.0	8 540.4	11 822.4	176.5	1.5	(318.7)	(2.7)	4 253.6	7 426.6	11 680.2
Agencies	530.4	1 925.7	2 456.1	1 570.7	64.0	(207.0)	(8.4)	671.0	3 148.8	3 819.8
Total	3 812.4	10 466.1	14 278.5	1 747.2	12.2	(525.7)	(3.6)	4 924.6	10 575.4	15 500.0
Location										
Country level	636.9	2 099.1	2 736.0	(930.4)	(34.0)	(67.0)	(2.4)	229.6	1 509.0	1 738.6
Headquarters	3 175.5	8 367.0	11 542.5	2 677.6	23.2	(458.7)	(3.9)	4 695.0	9 066.4	13 761.4
Total	3 812.4	10 466.1	14 278.5	1 747.2	12.2	(525.7)	(3.6)	4 924.6	10 575.4	15 500.0

3. Legal advisory programme

206. The legal advisory programme has the following four objectives:

(a) Objective 1: That any priority Member State requesting UNDCP legal assistance to become party to or implement the drug control conventions be assisted in quickly putting in place appropriate domestic laws enabling full implementation of all the relevant conventions by that State, plus any necessary associated legislative and treaty implementation policies, practices, procedures and infrastructure;

(b) Objective 2: That key criminal justice (for example, prosecutors, magistrates and judges) have sufficient technical understanding, know-how, equipment and facilities to implement the new laws with optimal effect;

(c) Objective 3: That criminal justice system personnel dealing with serious international drug-related criminal cases have adequate legal and technical capacity to give and receive, swiftly and effectively, international legal assistance in the investigation, prosecution, adjudication and punishment of those involved (for example, extradition, mutual legal assistance and international confiscation of the proceeds of serious crime);

(d) Objective 4: That UNDCP legal assistance working tools be improved and expanded to ensure maximum transfer of implementation know-how to assisted States.

207. In order to ensure that the countries are able to effectively implement the new laws, UNDCP will work more widely with other donors and service providers. The strategy is to increase local ownership and involvement in assessing training needs in the judicial sector, curriculum development, training delivery and impact evaluation. This can be done by embedding training more into local institutions, providing the risks are properly identified and managed. To date, UNDCP justice system training elements have been institutionalized only in the Caribbean, Central America and in west Africa. In addition, the strategy is to improve the impact and sustainability of training in the justice sector in order to build a small network of "mentor" courts in client countries which can be used for the training of other courts in the country and to some extent the subregion.

208. For Latin America the legal needs are particularly in the practical implementation of the drug-related laws. The main implementation needs are in training of prosecutors and judges and in beginning the long overdue process of cooperation between prosecutors, judges and justice ministries in cross-border legal cooperation. Hitherto, training of prosecutors, magistrates and judges has tended to be done through a combination of institution-based training projects and ad hoc subregional training seminars. In southern and east Africa, UNDCP expects by mid-1998 to launch justice sector training from the Justice College at Pretoria, South Africa. This training will be taken on circuit to the capitals of participating countries, using resource teams mainly drawn from the region to help to expand local capacity significantly. In Abidjan the project will be strengthened on the legal side to properly meet the needs of prosecutors, magistrates and judges in the subregion. Similar training needs in the justice sector exist in the Southern Cone and in the countries in the Amazon-basin, and UNDCP expects to launch a programme in the region during the biennium. In Asia exploratory work will begin through potential partners such as SAARC and ASEAN, with a view to meeting training needs in the justice sector in those subregions. At the same time, work will begin with a partner such as the Economic Cooperation Organization to meet justice system training needs in central Asia, including Afghanistan and Pakistan.

209. Priority countries for the legal advisory programme for the next biennium are: in Europe - Armenia, Albania, Azerbaijan, Commonwealth of Independent States, Croatia, Georgia, the former Yugoslav Republic of Macedonia and the countries and areas taking part in the Central European Initiative (Austria, Belarus, Bulgaria, Croatia, Czech Republic, Estonia, Hungary, Italy, Latvia, Lithuania, Poland, Republic of Moldova,

Romania, Slovakia, Slovenia, Ukraine and Bavaria); in north Africa and the Middle East - Egypt, Lebanon, Morocco, Palestine, Syrian Arab Republic and Turkey; in Africa - Angola, Cameroon, Chad, Ethiopia, Ghana, Kenya, Mali, Mozambique, Nigeria, Senegal, South Africa, Uganda and United Republic of Tanzania; in south-west Asia - India; in south-east Asia and the Pacific - Myanmar; in Latin America and the Caribbean - Bolivia, Brazil, Colombia, Mexico, Peru, Suriname, Venezuela and the Caribbean States.

210. The assistance to be provided by the legal advisory programme to the above-mentioned countries will depend on the particular need of each country. Prosecutors, magistrates and judges of the selected court would be specially trained in the handling of drug abuse cases, drug and precursor trafficking cases, money-laundering cases and asset forfeiture cases, as well as in complementary areas such as court and case management. Other prosecutors, magistrates and judges would visit the mentor court on a training assignment with a view to implementing the experience in his or her local jurisdiction upon return. Accordingly, during the biennium 1998-1999, the legal programme will bring investigators, prosecutors and judges together to solve their drug-related casework problems in workshops in which the participants are drawn from all countries involved in the most important interregional trafficking routes. These will include for example, the new Balkan routes from central Asia to Europe via the Caucasus, the Balkans and the Baltic States. The networks will include those for drugs themselves, precursors and money-laundering. The activities will be managed by the Division for Operations and External Relations, UNDCP headquarters.

Notes

[1] E/1990/39 and Corr.1 and 2 and Add.1.

[2] See *Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987* (United Nations publication, Sales No. E.87.I.18), chap. I, sect. A.

[3] See resolution S-17/2, annex.

[4] United Nations, *Treaty Series*, vol. 520, No. 7515.

[5] Ibid., vol. 1019, No. 14956.

[6] *Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988*, vol. I (United Nations publication, Sales No. E.94.XI.5).

[7] *Amphetamine-type Stimulants: A Global Review*, UNDCP Technical Series No. 3 (Vienna, 1996).

Annex

IMPLEMENTATION OF KEY NEW OR REVISED MANDATES RECEIVED DURING THE BIENNIUM 1996-1997

Mandate	*Corresponding paragraph number in programme budget*
International action to combat drug abuse and illicit production and trafficking	
By General Assembly resolution 50/148, UNDCP was requested:	
To continue to provide legal assistance to Member States as well as assistance in training personnel responsible for applying the new laws (section II, paragraph 4)	46, 59, 95, 106, 112, 124, 131, 141, 143, 144, 153, 206-210
To continue to support regional, subregional and national strategies for drug abuse control, particularly on the master-plan approach and to complement them with interregional strategies (section II, paragraph 5)	21, 41-3, 46-48, 72, 74, 79, 80-82, 88, 95, 99-101, 105-106, 109, 110, 114-116, 120, 123-126, 128, 131, 135-139, 142, 147, 149, 152-154, 156
To continue to provide assistance to Member States in establishing or strengthening national drug detection laboratories (section II, paragraph 12)	46, 95, 158, 165, 166, 175, 180, 196
To continue to provide adequate technical support to the Board (section II, paragraph 15)	55, 61, 100, 106, 192, 202-203
To assess worldwide trends in illicit traffic and transit of drugs and to recommend ways and means for improving the capacity of States to deal with the problem (section II, paragraph 22)	29, 51, 78, 156, 177-178, 181
To consider ways of providing assistance to Member States in efforts to establish mechanisms to collect and analyse data, and to seek voluntary resources for this purpose (section III, paragraph 7)	73, 82, 97, 100-101, 106, 115, 128
To contribute to improving coordination of United Nations drug-control activities (section VI, paragraph 4)	13, 14, 17, 51, 65, 74, 84, 88, 90, 92, 106, 108-110, 117, 123, 131, 145, 185, 192-193

Mandate	*Corresponding paragraph number in programme budget*
By General Assembly resolution 51/64, UNDCP was requested:	
To support regional, subregional and national strategies for drug abuse control, particularly the master-plan approach, and to complement them with interregional strategies (section II, paragraph 4 (a))	21, 41-43, 46-48, 72, 74, 79, 80-82, 88, 95, 99-101, 105-106, 109-110, 114-116, 120, 123-126, 128, 131, 135-139, 142, 147, 149, 152-154, 156
To strengthen dialogue with multilateral development banks (section II, paragraph 4 (b))	137, 140, 145, 157
To continue to provide legal assistance to Member States as well as assistance in training personnel responsible for applying the new laws (section II, paragraph 4 (c))	46, 59, 95, 106, 112, 124, 131, 141, 143-144, 153, 206-210
To continue providing assistance to Member States in establishing or strengthening national drug detection laboratories (section II, paragraph 4 (d))	46, 95, 158, 165-166, 175, 180, 196
To assess worldwide trends in illicit traffic and transit of drugs and to recommend ways and means for improving the capacity of States to deal with the problem (section II, paragraph 4 (e))	51, 78, 156, 177-178, 181
To continue to provide adequate technical support to the Board (section II, paragraph 14)	55, 61, 100, 106, 192, 201-202
To continue efforts to facilitate reporting by Governments on implementation of the Global Programme of Action (section III, paragraph 5)	10, 16, 28, 48, 159
To consider ways of providing assistance to Member States in efforts to establish mechanisms to collect and analyse data, and to seek voluntary resources for this purpose (section III, paragraph 8)	73, 82, 97, 100-101, 106, 115, 128
To assist the Commission in its tasks as preparatory body for the special session of the General Assembly (section IV, paragraphs 2 and 6)	168, 183, 189, 193, 195, 199
To consider ways and means of improving the coordination of the United Nations drug-control-related activities (section VI, paragraph 4)	13, 14, 17, 51, 65, 74, 84, 88, 90, 92, 106, 108-110, 117, 123, 131, 145, 185, 192-193

Mandate	*Corresponding paragraph number in programme budget*
Implementation of comprehensive measures to counter the illicit manufacture, trafficking and abuse of amphetamine-type stimulants and their precursors (Economic and Social Council resolution 1997/41)	71, 166-168, 183, 197, 199
Special session of the General Assembly (Council resolution 1996/17)	168, 172, 183, 189, 193, 199
Development and implementation of domestic legislation to strengthen justice systems and ensure compliance with the provisions of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 relating to law enforcement and judicial cooperation (Commission resolution 2 (XL))	46, 59, 95, 106, 112, 124, 131, 141, 143-144, 153, 206-210
Pilot maritime drug law enforcement project of the United Nations International Drug Control Programme (Commission resolution 4 (XL))	204-205
Analysis of regional and global demand reduction strategies (Commission resolution 5 (XL))	159, 161, 172, 176, 189
Promoting projects and programmes that use involvement in sports as an effective measure to prevent drug abuse (Commission resolution 2 (XXXIX))	169
Establishment of a regional mechanism for the exchange of information, experience, training and ideas on demand reduction (Commission resolution 4 (XXXIX))	73, 83, 101-102, 114-116, 131, 156, 160-161, 182
Encouragement of each Member State to require the establishment by banks and other financial institutions of customer identification policies and to broaden anti-money-laundering measures, and of the United Nations International Drug Control Programme to strengthen cooperation with the Financial Action Task Force (Commission resolution 5 (XXXIX))	46-47, 54, 80, 112, 115, 120, 124, 126, 135, 141, 143-144, 153, 156-158, 164, 179, 186, 195, 199, 210
Consideration of national master plans (Commission resolution 6 (XXXIX))	73, 95, 100, 106, 142, 147, 152
Measures to enhance subregional, regional and global cooperation in drug control in western and central Asia (Commission resolution 9 (XXXIX))	42, 92, 95-96, 100-102, 106, 110